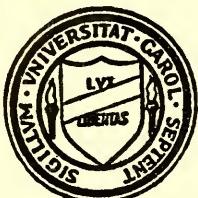


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# REPORT OF COMMISSION ON UNIVERSITY CONSOLIDATION

SUBMITTED TO  
GOVERNOR O. MAX GARDNER  
AND  
THE BOARD OF TRUSTEES  
OF  
THE UNIVERSITY OF NORTH CAROLINA

Authorized by  
Chapter 202, Public Laws 1931



RALEIGH, NORTH CAROLINA

1932

## COMMISSION ON UNIVERSITY CONSOLIDATION

O. MAX GARDNER, <i>Chairman</i> , Governor of North Carolina.....	Raleigh
DR. FRANK P. GRAHAM, President University of North Carolina.....	Chapel Hill
DR. E. C. BROOKS, President North Carolina State College.....	Raleigh
DR. J. I. FOUST, President North Carolina College for Women.....	Greensboro
DR. L. R. WILSON, Librarian University of North Carolina.....	Chapel Hill
DR. W. C. RIDDICK, Dean School of Engineering, North Carolina State College .....	Raleigh
DR. BENJAMIN B. KENDRICK, Professor of History North Caro- lina College for Women.....	Greensboro
S. B. ALEXANDER.....	Charlotte
MR. F. L. JACKSON, Treasurer Davidson College.....	Davidson
MRS. E. L. MCKEE.....	Sylva
MISS EASDALE SHAW.....	Rockingham
JUDGE N. A. TOWNSEND.....	Charlotte
FRED W. MORRISON, <i>Secretary</i> , Executive Secretary of the North Carolina Tax Commission.....	Raleigh

## SUBCOMMITTEE

GOVERNOR GARDNER  
DR. BROOKS  
DR. WILSON  
DR. KENDRICK  
MR. JACKSON  
MR. MORRISON

## CONTENTS

<b>PART I—REPORT OF COMMISSION ON UNIVERSITY CONSOLIDATION</b>	
<b>CHAPTER</b>	<b>PAGE</b>
Introduction .....	1
I. Findings and Recommendations.....	6

## PART II—REPORT OF THE SURVEY COMMITTEE

Introduction .....	11
I. Administrative and Educational Organization.....	17
II. Allocation of Functions.....	21
III. Supplementary Suggestions .....	32
IV. Preparation of Teachers.....	37
V. Engineering and Industry.....	52
VI. Commerce and Business Education.....	57
VII. Adult Education .....	70

## APPENDIXES

### APPENDIX

A. Activities Undertaken by Graduates of the North Carolina College for Women the First Year after Graduation .....	91
B. Activities in Which Graduates of the North Carolina College for Women, 1922-31, Inclusive, were Engaged in the Autumn of 1931 .....	92
C. Average Score and Standard Deviation on High-School Test of Students of Commerce and Business Administration .....	93
D. Tentative Program for Training Teachers of Commercial Studies for High Schools in North Carolina at the North Carolina College for Women.....	94
E. Chapter 202, Public Laws of North Carolina 1931—The University Consolidation Act.....	95
F. Special Message of Governor O. Max Gardner to the 1931 General Assembly on the Proposed Consolidation of the University, State College and North Carolina College for Women .....	99

9  
8  
7  
6  
5  
4  
3

"Our problem is not to concentrate upon the minor maladjustments which may be cured by remedial internal administration. Our problem is rather to view the entire higher educational effort of this State in terms of trends extending over generations and to direct these trends into channels which will prevent waste and insure to the rising generations the best training we can provide. This act makes possible ultimately the united support of North Carolina behind one great unified, coordinated, and intelligently directed enterprise. No other act of the 1931 General Assembly will have a deeper or more enduring effect on the future of this commonwealth."

O. MAX GARDNER.

## INTRODUCTION

The Commission on University Consolidation which was appointed by Governor O. Max Gardner, June 20, 1931, presents its report to the Governor to be submitted by him to the Board of Trustees of the University of North Carolina, in compliance with Chapter 202, Public Laws of North Carolina, 1931.

The report consists of two parts. Part I presents for the consideration of the Board of Trustees of the University of North Carolina the findings and recommendations of the Commission on Consolidation. Part II is the report of the survey committee appointed by the Commission, in compliance with Section 8 of the Consolidation Act, to make recommendations to it with regard to the "form, extent, procedure and all details of unified guidance and control" in providing a practical plan of consolidation, coordination, and unification and merger of the University of North Carolina, North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women into "The University of North Carolina."

Chapter 202, Public Laws of North Carolina 1931, which is printed as Appendix E of this report, defines the powers, duties and responsibilities of the Commission on Consolidation. The Commission is charged, under the Act, with the following responsibilities among others:

1. To work out a scheme to bring about an unification of the executive control in the University of North Carolina, North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women, so that each of said institutions may best serve the state and the needs of the people.
2. To unify and coordinate the general educational program of the University of North Carolina as herein provided for.
3. To work out a scheme in which, and through which, all the problems arising from the consolidation of the three existing institutions into the University of North Carolina may, in their opinion, be best solved.
4. That the final location of all schools, departments, and divisions of work now located at any of the three institutions shall be subject to the study and recommendations of the experts and the commission without prejudice by any provisions in this bill.
5. To consider the advisability of the awarding of diplomas or other certificates *ex legis* by the University of North Carolina to former graduates of the North Carolina State College of Agriculture and Engineering and the North Carolina College for Women, and to recommend the form or forms thereof.

The Commission was directed by the Act to enter at the earliest reasonable time upon the performance of the above mandatory duties and to so continue until it had provided a practical plan of consolidation, coordination,

and unification and merger, and to place its report in the hands of the Governor and the Board of Trustees of the University of North Carolina not later than July 1, 1932. It was also directed to employ distinguished and competent experts in the several pertinent fields of higher education in America to make recommendations to the Commission with regard to the form, extent, procedure, and all details of unified guidance and control. These experts were directed, under the act, to take account of the experiences of the several American states in the various forms of unification, and also to study the circumstances and needs of higher education in North Carolina.

At its first meeting, held in the Governor's Office, July 16, 1931, the Commission requested the Governor to appoint a subcommittee of four members of the Commission to consult with suitable persons and agencies, and receive their advice as to the best methods for the Commission to pursue in carrying out the purposes of the statute. The Governor appointed on this subcommittee Messrs. L. R. Wilson of the University of North Carolina, E. C. Brooks of the North Carolina State College of Agriculture and Engineering, Benjamin B. Kendrick of the North Carolina College for Women, and F. L. Jackson of Davidson College. The first meeting of the subcommittee was held in the office of the Governor on July 18. It requested the Governor to serve with it as chairman and Fred W. Morrison, secretary to the Commission, to serve as secretary to the subcommittee. It also requested Dr. Wilson and Mr. Morrison to confer with Dr. William John Cooper, United States Commissioner of Education, and discuss with him the various ways in which the United States Office of Education could serve the Commission in its work and the various individuals and organizations competent to serve as a survey committee.

As a result of conferences between Dr. Cooper and Dr. Fred J. Kelly, specialist in higher education in the Office of Education, and the subcommittee, it was agreed that the Office of Education would maintain an advisory and counseling relationship to the Commission and would assist in the selection of the survey committee of experts.

After a thorough canvass of the scope of the survey and of individuals and organizations equipped to undertake it, the Commission, at a meeting in Greensboro on October 5, selected Dr. George A. Works, Dean of Students and University Examiner of the University of Chicago, as director of the survey. On his recommendation, the subcommittee authorized the appointment of Dr. Frank L. McVey, President of the University of Kentucky, and Dr. Guy S. Ford, Dean of the Graduate School and Acting President of the University of Minnesota, to act as associates.

In the very beginning of the work of the survey committee the Commission instructed the director that, while the members of the Commission would cooperate in every practical way with the survey committee on its study of the institutions and in gathering information on which its recommendations to the Commission would be based, the survey committee would be given full and complete freedom to make an unhampered survey of the institutions and of all questions having a pertinent bearing on consolidation, allocation of functions, executive control, and other issues without interference of any sort from the Commission. This resolution was proposed by Dr. Graham, seconded by Dr. Foust, and received the unanimous approval of the Commission.

In making acknowledgment of the fact that this relationship existed throughout the entire labors of the survey committee, Dr. Works wrote to the secretary of the Commission on June 17, 1932, as follows:

"My dear Dr. Morrison:

"In submitting this report in its final form to the North Carolina Commission on University Consolidation, I wish on behalf of the Survey Committee to bear testimony to the complete freedom with which we were permitted to carry out our investigations. At no time was any effort made by either administrative officers or faculty members of any one of the institutions to influence us in the recommendations made in this report. The officers and teachers of the three institutions cheerfully furnished us with facts and with their views upon request, but there was not the slightest effort made to have their opinions incorporated in the recommendations.

"It has been a pleasure to prosecute this study under these conditions.

"Sincerely,

GEORGE A. WORKS."

The list of specialists who assisted the survey committee in the study of various questions and issues arising in connection with their work, and the list of the individuals with whom the tentative proposals of the committee were studied and discussed before being presented to the Commission are to be found in the introduction to the report of the survey committee.

Dr. Works and his associates began active work on the survey in October. Before the end of the year all of the specialists had visited each of the institutions to gather the data and information relating to the aspects of the consolidation problem on which they were working.

Dr. Works himself spent the greater part of November and December in North Carolina and came back for conferences with the subcommittee and the presidents, administrative officers, and members of the faculties of the institutions in January, February and March.

Meetings of the Consolidation Commission were infrequent. It held meetings on July 16 and October 5, 1931, and June 13-14, 1932. The subcommittee held its meetings as follows: July 18, September 28 with Dr. Cooper and Dr. Kelly, October 8 with Dr. Works, December 14 with Dr. Works and Dr. Kelly, and March 7 with a group of industrial leaders of the state and Dr. Works, President W. E. Wickenden, and Dean R. A. Stevenson.

In the more important questions of allocation of functions and of developing the strongest possible schools and departments, the subcommittee and the director and experts discussed the needs of the state with groups of citizens not directly connected with higher education. On March 7, the subcommittee held an all-day meeting with Dr. Works, President W. E. Wickenden, specialist in engineering; and Dean R. A. Stevenson, specialist in business education; and, on the invitation of the Governor, with the following persons: W. D. Faucette, Chief Engineer of Seaboard Air Line

Railway Company, Norfolk, Va.; J. E. S. Thorpe, President of the Nantahala Power Company, Bryson City; H. M. Wade, furniture manufacturer, Charlotte; Herman Cone, textile manufacturer, Greensboro; David Clark, textile editor, Charlotte; W. S. Lee, Vice-President of Duke Power Company, Charlotte; S. B. Alexander, member of the Commission, Charlotte; K. P. Lewis, textile manufacturer, Durham. The discussion centered around the problems and needs of business and industry, and the opportunities open to college graduates in North Carolina. Similar problems in other fields were discussed by members of the survey committee and specialists with many persons throughout the state.

The report of the survey committee, which was mailed to the individual members of the Commission early in May, was presented to the Commission by Dr. Works, director, at a two-day meeting, June 13 and 14, 1932. In presenting the report Dr. Works developed the background out of which the consolidation idea grew, and set forth the attitude and point of view which controlled the committee in making the survey and writing the report. He emphasized the fact that throughout the work on the survey the committee itself and its staff of experts had consciously endeavored to disregard the interests of any one person, institution, or group, and to keep paramount the interests of the State itself with special consideration of the kind of unified institution the State is able to support and ought to support.

It was the fixed purpose of the survey committee to recommend one consolidated institution with three branches of such nature as would compare favorably with other institutions in quality of work and in ability to serve North Carolina as a whole. He also emphasized the fact that in drafting the report the survey committee considered the needs of the future as paramount to our present situation, and he urged the Commission to look into the future and give to the people of North Carolina the best advice they can. He laid especial emphasis on the fact that the survey committee had consistently held itself free from planning a new organization for the immediate future. It was the conception of the committee that the building of a university represents a growth, and that the form it takes will be changed and colored by the changes coming into the social life of the State as a whole. In the judgment of the survey committee the educational organization herewith recommended will develop in response to the needs of all the people so that the University of North Carolina will come to serve fully and freely the State of North Carolina.

Section 8 of the Consolidation Act provided that the expenses of the Commission, including the compensation of experts in the several pertinent fields and other necessary expense should be paid out of the contingency and emergency fund. An allotment of \$12,900 was made for this purpose. The Commission has expended \$12,726, including the printing of the report.

The Commission acknowledges with genuine gratitude its indebtedness to Dr. George A. Works of the University of Chicago, who directed the field survey and the preparation of the report of the survey committee; and to his associates, Dr. McVey and Dr. Ford. Their conception of the task of the Commission, their sympathetic understanding of the traditions and ideals of the people of North Carolina, and their conscientious endeavor to present a report that would preserve the best traditions of each of the institutions

and at the same time set up a comprehensive plan for these institutions to serve in a broad way future needs of our state, were evident in all of their relations with the Commission and in the report submitted.

The Commission also makes grateful acknowledgment to Dr. William John Cooper, Commissioner of Education, and Dr. Fred J. Kelly, specialist in higher education in the Office of Education, for their unstinted services throughout the work of the Commission. Their services were invaluable in the planning of the survey, and their advice and counsel in all the labors of the Commission gave it feeling of security in making many of its decisions.

The officers and members of the faculties of each of the institutions were constantly helpful in providing data and information, and in discussing many of the problems which the Commission had to reach decisions upon.

If the Commission could properly express its appreciation for the constructive and patient spirit of helpfulness of one of its own members, it would take this opportunity of making acknowledgment of its indebtedness to Governor O. Max Gardner, Chairman of the Commission. From the very beginning of the idea of consolidation, and throughout the labors of the Commission, Governor Gardner has been a bulwark of strength and helpfulness to the Commission. It is taking the liberty of printing as Appendix F the special message of the Governor addressed to the General Assembly on February 13, 1931, when the Consolidation Act was introduced in the House of Representatives.

## CHAPTER I

### FINDINGS AND RECOMMENDATIONS

The Commission on University Consolidation in a meeting in the Governor's office June 13-14, 1932, received the report of the survey committee as presented by Dr. Works and, after full discussion of the proposals contained in the report, by unanimous vote made the following findings and recommendations and directed that they be transmitted to the Board of Trustees of the University of North Carolina.

The Commission recommends to the Board of Trustees:

That the executive committee of the Board of Trustees be composed of eight members and be so appointed that the terms of two members shall expire each two years.

That the Governor be ex-officio chairman of the executive committee in addition to the other eight members.

That the executive committee hold at least four regularly scheduled meetings each year - one in each academic quarter.

That the executive committee be given full power to act for the Board of Trustees except at the regular meetings of the Board.

That a single executive be the head of the University and that he be elected to go into office if possible not later than July 1, 1933, and that for the coming year or until such time as such executive is elected, the three presidents of the three institutions serve as a presidential directorate with the assistance, if available, of a member of the survey committee or Dr. Kelly as adviser or coordinator.

That the chief executive of the University be designated as "Chancellor" and that the head of the separate units be designated as "President" of that unit.

That the consolidated University have a comptroller appointed by the Board of Trustees and responsible to the Board through the chief executive and that such comptroller be employed as early as conveniently possible.

That an administrative council be established as outlined in the report of the survey committee after such modification as may be found practicable and necessary and that until a chief executive has been elected, the council itself choose its chairman.

That the "University Senate" provided for in the report to be designated as "Faculty Assembly".

That the consolidated institution operate under one director of summer schools, beginning in preparation for session of 1933.

That the University System have one director of extension, beginning in September 1932, with the details of his duties to be worked out by the presidential directorate.

That the University System have one director of graduate studies and research, beginning in the fall of 1933.

That all schools of education be changed to departments of education, and that there be a council on education representative of the three branches of the University appointed by the presidential directorate to have under its consideration the possibilities of improvement in the training of teachers and the effective study of education.

That the Commission recommend to the Board of Trustees that the General Assembly be requested to revise the law with respect to free tuition in all state supported institutions so as to provide free tuition in part or in whole upon merit only.

That the training of elementary school teachers be transferred to Greensboro beginning the academic year 1933-34.

That the training of librarians be transferred from Greensboro to Chapel Hill beginning the fall of 1933.

That no new students be admitted to the School of Business of State College beginning with the academic year 1933-34.

That the Presidential Directorate during the academic year 1932-33 make a study of the curricula and courses offered in the University for the purpose of eliminating such courses as may be deemed unnecessary.

That the Presidential Directorate make a study of the administrative organizations of the several branches of the University for the purpose of making them more effective and more economical wherever practicable.

That the Presidential Directorate give careful study to the possibilities of improving the quality of instruction and effecting economies by exchange of teachers and students.

That when major vacancies occur in any of the faculties in the academic year 1932-33 the appointments made should so far as possible be of a temporary nature so as not to interfere with such action as the Board of Trustees on the advice of the chief executive might wish later to take.

That beginning with the summer session of 1933 the fees of the three institutions should be made uniform.

That the Chancellor, when elected, be known as the "Chancellor of the University System".

That the Board of Trustees, together with the Chancellor of the University System, hereafter to be elected, after careful study of the report of the survey committee and such other independent investigations and studies as they deem advisable, shall make from time to time such changes and transfers among the several units as to bring about such further steps in consolidation as shall seem to them to be for the best interest of the University System and the State.

That the Governor, after advising with the three presidents, communicate with the presidents of the private colleges of the state and advise them of the advantages of institutional cooperation and suggest to them that they give consideration to the ways in which they may strengthen the work in their colleges by cooperating in a system of higher education for the State.

That the report of the Commission on Consolidation, which is to be made to the Board of Trustees, together with the report of the survey committee, be printed.

That the Commission extend to Dr. Works and his associates their sincere thanks for their assistance and for their constructive report.



PART II

REPORT  
TO THE  
NORTH CAROLINA COMMISSION  
ON  
UNIVERSITY CONSOLIDATION

*By*  
GUY STANTON FORD  
F. L. McVEY  
*and*  
GEO. A. WORKS

JUNE, 1932



## INTRODUCTION

The General Assembly of North Carolina, on March 27, 1931, ratified an act by which the University of North Carolina, the North Carolina College of Agriculture and Engineering, and the North Carolina College for Women were "consolidated and merged" into the "University of North Carolina." This Act further provided for a commission of twelve persons in addition to the Governor "to work out plans for the consolidation of the component parts of the University." The Governor is ex officio chairman of this commission, which is known as the "Commission on University Consolidation."

The commission as finally constituted consisted of the following:  
Governor O. Max Gardner, chairman.

Fred W. Morrison, secretary, Raleigh, North Carolina.

Dr. Frank P. Graham, President, University of North Carolina.

Dr. E. C. Brooks, President, North Carolina State College.

Dr. J. I. Foust, President, North Carolina College for Women.

Dr. L. R. Wilson, Librarian, University of North Carolina.

Dr. W. C. Riddick, Dean, School of Engineering, North Carolina State College.

Dr. Benjamin B. Kendrick, Professor of History, North Carolina College for Women.

Mr. S. B. Alexander, Charlotte, North Carolina.

Mr. F. L. Jackson, Treasurer, Davidson College.

Mrs. E. L. McKee, Sylva, North Carolina.

Miss Easdale Shaw, Rockingham, North Carolina.

Judge N. A. Townsend, Charlotte, North Carolina.

### Responsibilities of the Commission

By this Act, the commission was charged with these responsibilities among others:

"1. To work out a scheme to bring unification of the executive control in the University of North Carolina, North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women, so that each of said institution may best serve the needs of the people.

"2. To unify and coordinate the general educational program of the University of North Carolina as herein provided for.

"3. To work out a scheme in which, and through which, all the problems arising from the consolidation of the three existing institutions into the University of North Carolina may, in their opinion, be best solved.

"4. That the final location of all schools, departments, and divisions of work now located at any of the three institutions shall be subject to the study and recommendations of the experts and the commission without prejudice by any provisions in this bill."

In the discharge of its responsibilities as set forth in the act, the commission selected a survey committee consisting of the following:

F. L. McVey, President of the University of Kentucky.

G. S. Ford, Dean of the Graduate School, University of Minnesota.

Geo. A. Works, chairman, Dean of Students and University Examiner, University of Chicago.

The three institutions, the University of North Carolina, the North Carolina College of Agriculture and Engineering, and the North Carolina College for Women, have rendered distinctive service. Each institution in its own way has made valuable contributions to the welfare of the state.

Each of the institutions furnished data on the enrollment as of November 2, 1931. There were at Chapel Hill, 2,825 students; at Greensboro, 1,437; and at Raleigh, 1,793; making a total of 6,055. The student body at Greensboro consists exclusively of women. At Chapel Hill, women are freely admitted above the junior college level, and to a limited degree in the freshman and sophomore years. There was a total of 246 on the date enrollment statistics were collected. At Raleigh, 78 women were enrolled.

#### **The University**

The University was the first state university to be established in this country. Its charter was granted by the General Assembly in 1789. The cornerstone of Old East Building was laid in 1793, and the University was opened in 1795. Since that time the institution has been in continuous operation except for a few years following the war between the states. It has furnished many men who have rendered distinctive service to the state, the nation, and the world-wide commonwealth of learning. One needs only to examine Bulletin 276 of the University, *Research in Progress*, to realize that scholarly research is a genuine interest of the institution. Furthermore, North Carolina is one of the three or four states of the South that have made a real contribution, through the development of a general extension service, to the life of the people. The institution has maintained high standards of teaching and research and of service for citizens of the state who are unable to come to its campus for study.

#### **State College**

Nearly one hundred years elapsed after the origin of the University before another institution was established. This second institution was originally known as the North Carolina College of Agriculture and Mechanic Arts. This name was changed in 1917 to the North Carolina State College of Agriculture and Engineering. Like other land-grant institutions, it has rendered material assistance to agriculture and to the industries of the state. Farming, a basic industry of North Carolina, has benefited greatly from the work of the agricultural experiment station. Under the stimulation of the Smith-Lever Extension Act much has been done toward the development of rural life both on the farm and in the home. Throughout the state, evidences can be found of the results of research and extension that have been carried on by North Carolina State College. In recent years, by the preparation of teachers of agriculture for the high schools and the training of county agricultural agents it has touched farm life closely.

The School of Engineering and the Textile School have not had the stimulus of federal funds to lead them into the fields of research and extension to the degree that has been reached in agriculture. As a result, their activities have been more largely confined to resident instruction, but not to the entire neglect of research and extension.

### The College for Women

The North Carolina College for Women was established by the General Assembly of 1891 and received students in the autumn of 1892. It was the first effort on the part of the state to make provision for the higher education of women. In its early days it was almost exclusively an institution for the training of teachers. The original name, in fact, was the North Carolina State Normal and Industrial School. Even at the present time it is primarily a teacher-training institution, although the curriculum has been greatly broadened in recent years to increase the opportunities for general education for the women of the state.

Through the cooperation of the alumnae office of the College the survey committee was able to obtain information regarding the activities entered upon immediately after graduation by the members of the classes from 1922 to 1931 inclusive. The activities of these same persons were gathered for the current year. Reports were obtained from 94 percent of the persons who were graduated during the ten-year period. These show that approximately three-fourths of the students at the time of leaving college entered some type of teaching (Appendix A). There is but little change in the proportions during the past ten years except for a decline in 1931, probably due to the inability of some of the members of that class to secure teaching positions. At the time the data were collected, slightly more than one-half of those who had been graduated during the ten-year period were still teaching (Appendix B). The institution in the main is well equipped to prepare teachers, and it would be difficult to overstate the contribution made to the state's welfare through this service.

This brief statement regarding the founding of the three institutions under consideration makes it clear that two decisions regarding policies to be followed are the chief causes of the present conditions. The first of these was the decision to establish a separate land-grant college. This decision was made because of the unwillingness of the university to comply with the spirit of the Land-Grant College Act. The second decision was made later when the need for the higher education of women became imperative, and at that time those who were responsible for the guidance of higher education elected to have this new demand met by the establishment of a third institution.

These decisions once having been made, the pressure for expansion of the institutions on the part of the communities in which they were located became an important factor in their development. In fact, in the case of the land-grant college local pressure was undoubtedly one of the causes that led to its establishment as a separate institution. As the costs of higher education have grown, the local character of many state-supported institutions has been the cause of real concern in a number of the other states as well as in North Carolina. In any efforts made to change the situation in North Carolina in a fundamental fashion, the results of this local pride are certain to be encountered. Local considerations, however, should be laid aside. Recognition should be given to the improvements in transportation and communication that have been made in the past generation. Cognizance should be taken of the tendency for the public-school system to expand upward through the junior-college period. Finally,

the financial costs of maintaining good institutions of higher learning are great and may become greater. With these basic facts in mind, those interested in the welfare of North Carolina and especially in its program of higher education should be influenced in their decisions only by considerations which relate to the state as a whole. If the decisions made by the state are determined in the light of local conditions or pressures, the lapse of time is certain to accentuate the unfortunate elements in the present situation, with the result that the state will not achieve the greatest possible development of its program of higher education, and will be saddled with mounting costs due to a failure to make the state point of view dominant in this field.

The problem the state now faces is to obtain such a degree of integration of the work of these three institutions as will result in one great university tied closely to the life of the state through its teaching, extension, and research. It is the high responsibility of this generation to grapple with the task. It will grow increasingly difficult if it is passed on to succeeding generations. The necessary changes should be made regardless of the effects they may have on the three institutions included in this survey.

Through their years of service, each institution has naturally and properly developed a following. Allegiances have been formed by alumni, other former students, parents of students, trustees, and others who have had an opportunity to become acquainted with the work of the institutions. It will naturally be difficult for persons with pronounced institutional loyalties to see eye to eye in all instances with a group such as the survey committee, who approached the questions involved without an institutional bias. The attachments of alumni are certain to be strong. This is right and proper. But in making decisions with reference to the university system contemplated in the legislation and in this report, institutional loyalties should be subordinated to the welfare of the state. It is as citizens of North Carolina, not as adherents of one of its institutions, that graduates will be called on to act and to justify the special privileges they have enjoyed.

The pages which follow record the deliberate judgment of the survey committee regarding the steps to be taken to weld the three institutions into a university organization that will contribute to the state's progress in a larger degree than would be practicable for three separate institutions.

Temporary and easy expedients should be set aside. The idea of trading one type of work in a given institution for some other type in another should not be tolerated. The only solutions alumni have any right to consider are those that in the long run will give the state, within the funds available, the strongest possible program of higher education. The state made possible the existence of their alma mater and now their obligation is to see that the state receives the maximum of return through dispassionate consideration of the future of higher education within its boundaries. The survey committee has no alternative but to submit a report which it believes to be fundamentally sound and of such character as will ultimately bring the maximum benefits to the state, rather than to temporize with conditions that are more immediate.

In considering the recommendations which follow, it should be borne in mind that the survey committee has not thought of these as all going into immediate effect. A genuine unification of two or more institutions comes by growth. On one point, however, the committee is clear this growth in unity of spirit will come only as conditions are made favorable for its development. The survey committee, therefore, wishes to record its belief that certain important and radical immediate steps are necessary in order that faculty, students, and trustees shall begin thinking in state-wide terms and that the people of the state shall become accustomed to the idea that a great task has been undertaken, namely, the task of securing a spiritual union of three separate institutions in the new University of North Carolina.

Two major problems were before the committee:

1. The problem of securing the type of administrative and educational organization that would be most likely to result in a great state university -- an institution worthy of a state that early learned to prize higher education.
2. The problem of allocating particular functions among the three institutions on such basis as would give to the state the largest possible returns for its expenditure on higher education.

In arriving at decisions regarding suggestions to be made, the survey committee has worked under a serious limitation in two respects. In the first place, the state has three teachers colleges for whites; although they are important elements in the program of higher education of the state, they were not included by the legislature in the survey. In the second place, the State Department of Education, which is in certain respects intimately connected with the development of state-supported higher education, was also omitted by the legislature from the survey. Conferences were held by representatives of the survey committee with persons from each of these institutions, but these conferences were incidental and not with the idea that the institutions and their activities were to be canvassed as an integral part of the study.

At the first conference which the chairman of the survey committee had with the commission on university consolidation, action was taken giving the committee complete freedom for its study and report. This condition has obtained throughout the study. Furthermore, it should be recorded that on the part of each institution there has been full and complete cooperation from faculty and administrative officers. The collection of information needed by the committee and the conferences necessary have thrown an extra burden on these persons in a period which, owing to financial conditions, was a trying one.

The survey committee has had the services of the following individuals in the study:

Adult education: Morse A. Cartwright, Executive Director of the American Association for Adult Education.

Business education: R. A. Stevenson, Dean of the School of Business Administration, University of Minnesota.

Education for women: C. Mildred Thompson, Dean of Vassar College.

Engineering education: W. E. Wickenden, President of Case School of Applied Science.

Training of teachers: C. H. Judd, Dean of the School of Education, University of Chicago, and W. S. Gray, Director of Teacher Training, University of Chicago.

The reports prepared by these specialists are incorporated in this report with such modifications as were necessary to coordinate them with the general report of the survey committee.

On the basis of these reports and its own study of conditions, the survey committee prepared an outline of tentative proposals involved in the consolidation. These proposals were then discussed in a conference attended by the members of the committee and the following persons who had not previously participated in the study:

L. D. Coffman, President of the University of Minnesota, and member of the survey commissions of Texas, Kansas, and New Jersey.

E. C. Elliott, President of Purdue University, formerly Chancellor of the University of Montana.

F. J. Kelly, United States Office of Education.

Henry Suzzallo, President of Carnegie Foundation, Chairman of the California Survey Commission.

Geo. F. Zook, President of Akron University, formerly specialist on higher education of the United States Office of Education, and director of several state surveys.

The reports of the special investigators and the results of the discussions have been used in the formulation of the report, but the survey committee must take the responsibility for the present form of this report.

# CHAPTER I

## ADMINISTRATIVE AND EDUCATIONAL ORGANIZATION

In planning for the the new University of North Carolina, one of the most important considerations is to secure on the part of faculty, trustees, and administrative officers a realization that for the first time in the history of the state a single publicly supported higher institution of learning has been projected, to serve, within the limitations appropriate to higher education, the white population of the state without reference to sex or occupation. Each of the three institutions now combined worked with certain limitations with respect to these factors when it was independently organized. Any branch of the University organization will still have limitations, but the new University as a whole will be limited in its service only by the resources the state puts at its disposal. The transition from a local to a state point of view, from the old institutional to the new institutional outlook, from the interests of groups to the interests of all, will not be easy. It is, therefore, highly important that administrative provisions be made for keeping the state-wide outlook dominant.

### Board of Trustees

The legislation provides for a Board of Trustees of one hundred to be chosen by the legislature, with the Governor and the State Superintendent of Public Instruction as ex officio members. Boards of this size have in general proved so unwieldy that the results were not satisfactory. True, the University and the State College have both had large boards with results apparently satisfactory. In this new University, however, it must be borne in mind that until a real integration of the three branches is achieved, there is danger that old loyalties will conceal larger issues. In the opinion of the survey committee, a small board - eight to ten members - is to be preferred to one of the size provided in the Act. If, however, it does not appear to be practicable to change to a small board, it is suggested that the policy followed in the past by the boards of the State College and the University be followed, viz., that of creating an Executive Committee and giving it large powers.

The survey committee makes the following recommendations bearing on this suggested Executive Committee:

1. That the Board of Trustees select in such manner as it deems best an Executive Committee of eight members. As members of the Board are chosen for eight-year periods, it will be possible to have an executive committee so organized that normally the terms of two members would expire every other year. It is highly important for the periods of service to be of sufficient duration so that a member has an opportunity to become thoroughly acquainted with the University system long before the end of his term. Likewise, it is undesirable to have changes in a large percentage of the membership at one time. The suggested plan of staggering the appointments would meet this situation.

2. That the Executive Committee be given large powers by the Board. It should pass on appointments, budgets, and allocation of faculty and

staff, subject to recommendation by the President. This Committee should also make such rules and regulations as may be necessary for the government and the successful administration of the University system.

3. That none of the ex officio members of the Board of Trustees serve on the Executive Committee. A report<sup>1</sup> recently approved by the National Association of State Universities covers this phase so well that it is quoted here:

The custom of having ex officio members of Board of Trustees or Regents fortunately has not prevailed very widely. The theory is thoroughly unsound, the practice is even worse. In the first place, these people are irregular in their attendance and always limited in their information. In the second place, any conscientious man in such a position would recognize his limitations and be embarrassed by attempting leadership. Acquaintance with the important policies of a modern state university requires years of experience and definite application to their study. This is fundamentally why members of such Boards should have a long tenure of office. In the third place, an ex officio member is subject to the change of political motives and of having a status somewhat different from the status of a regularly appointed or elected Trustee. It is not good administration to have two different classes of memberships in a Board dealing with a permanent institution and especially so when these ex officio members are temporary in their relation.

An additional point worthy of note is that frequently an ex officio member in the discharge of his official duties is called upon to take a stand regarding questions upon which he has already passed as a member of the Executive Committee. Both he and his associates, if he were on the Executive Committee, would at times be embarrassed by this. The University is entitled to the consideration of men who are single minded to its interests alone.

#### Educational Leadership

The educational leadership of the new University is an important consideration. To this question the survey committee has given serious study. As a result of its deliberations, the following recommendations are made:

1. The educational leadership should center in a single individual responsible to the Board of Trustees on one hand and to the Faculty of the University system on the other. The title of President is suggested for this position. Needless to say, the choice of this individual is a vital matter. One readily sees he must be a man of broad vision and of fine courage, with a keen sense of justice and withall, human. He will find it necessary in the early years of the new University, in season and out, to insist that the state's needs are to be the first consideration. Petty jealousies, local pride, institutional rivalry must all be subordinated to the

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<sup>1</sup> Report of Committee on University Control, 1931.

development of a new University great enough to encompass all the larger needs of the state.

2. The office of the President should have such an organization as experience may prove necessary in order to coordinate the activities of the new University. The survey committee forecasts one position in this office. There should be a University comptroller appointed on the recommendation of the President and responsible to him. The new University will have one budget. It will be necessary to have an official to administer this budget and to supervise expenditures subject to direction from the President. The relationship between finance and the educational policy of a university is intimate. The control of expenditures is so closely identified with the life of the institution that the comptroller should be responsible to the President. No other arrangement will prove satisfactory over any considerable period of time. In the opinion of the survey committee this would be a step looking toward economical administration.

In this connection it should be pointed out that a grave danger exists in North Carolina lest the encroachments of the State Budget Bureau so tie the hands of educational authorities that they will have but little voice in the determination of policies for the University system. No one would gainsay the right of the General Assembly to fix the amount to be made available for higher education for a given biennium. However, having taken that action, it should give those who are responsible for the new University the maximum degree of latitude in determining how the expenditures are to be made within the budget. If the administration of the University system is not competent or dependable in this respect, the state should change it rather than transfer the authority to an officer who is far removed both in location and in experience from the problems involved.

The survey committee is also of the opinion that it will be desirable to make provisions for a central direction of Extension, the Graduate School, and the Summer Session.

#### **Administrative Council**

3. The President should have an Administrative Council whose members are chosen for one year at a time, consisting of the following:

- a. One member to be chosen by the faculty of each branch of the institution, i. e., Raleigh,<sup>1</sup> Greensboro, and Chapel Hill.
- b. The Vice-President of each branch of the new University.<sup>2</sup>
- c. Nine members to be appointed by the President with due regard to the size of student body, number of departments, and size of faculty of each of the three branches.
- d. The President should be chairman of this Council.

This Council should have the responsibilities ordinarily carried by such bodies in universities. It will serve as a body in which administrative policies and procedures will be considered from the viewpoint of the whole University system.

Provision should be made for a University Senate having as members all persons with the rank of assistant professor or higher. The size of

this body and the distances will preclude frequent meetings. It should be the deliberative and legislative body in questions of educational policy affecting the University organization as a whole, e.g., entrance requirements, graduation requirements, etc. The Senate as a body should have the privilege of approach to the Executive Committee of the board of Trustees if circumstances make such action desirable. If committees are appointed to deal with minor questions, it will not be necessary for the Senate as a body to meet more than two or three times a year. The President should preside over its meetings. Actions of the Senate on questions affecting major policies would be subject to approval by the Board of Trustees.

#### Organization at Each Branch

It will be necessary to provide for some administrative organization at each of the branches of the new University. These organizations should be kept as simple as is practicable, consistent with the demands of the local situation. The survey committee makes the following recommendations:

1. The chief administrative officer at a branch of the University system should be known as a Vice-President.
2. Local educational and business authorities should be responsible to the President through the office of the appropriate Vice-President.

The preceding discussions have included frequent reference to the need for the development and maintenance of a state-wide point of view regarding the types of work to be undertaken at the different branches of the University system. This breadth of view should extend beyond the office of the President. The sooner it permeates the thinking of the several branches of the University system, the better it will be for the institution and for the state. The Administrative Council and the University Senate should serve valuable purposes in this connection.

The University Senate will provide means for the consideration of the major questions of educational policy affecting the University system. In the Administrative Council, problems of administrative policy and procedure will be discussed. Final readjustments in the work of the branches of the University system and their relationship to one another would naturally be made by the President, subject to the Executive Committee of the Board of Trustees. In the opinion of the survey committee, this relatively simple organization will be adequate for administrative purposes. It has purposely been sketched only in outline. It is much better to let the details grow out of experience than to attempt to predict them in advance. It is important that the organization be flexible enough to permit faculty and administrative officers to adapt it to the needs of the new University as it develops.

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<sup>1</sup> Subject to the recommendations made later in the report.

<sup>2</sup> See the discussion under Organization at Each Branch.

## CHAPTER II

### SUGGESTED ALLOCATION OF FUNCTIONS

One of the tasks set the survey committee was to recommend a division of the work among the branches of the new University. As a background for the changes proposed, the units for instruction, research, and extension in operation in each institution at the time of the study are given. They were as follows:

1. The North Carolina College for Women
  - a. The College of Liberal Arts (including library science)
  - b. The School of Education
  - c. The School of Music
  - d. The School of Home Economics
  - e. The Commercial Department
  - f. The Extension Division
  - g. The Summer Session
  - h. The Graduate Division  
(A curriculum in library science is integrated with the program of the College of Liberal Arts.)
2. North Carolina State College of Agriculture and Engineering
  - a. The School of Agriculture (including forestry and the Experiment Station)
  - b. The School of Education
  - c. The School of Engineering
  - d. The School of Science and Business
  - e. The Textile School
  - f. College Extension
  - g. The Summer School  
(The College at one time had a Graduate School. This was recently discontinued although the work continues under another plan.)
3. The University of North Carolina
  - a. The School of Liberal Arts
  - b. The School of Applied Science (engineering)
  - c. The School of Education
  - d. The School of Commerce
  - e. The School of Public Welfare
  - f. The Graduate School
  - g. The Summer School
  - h. The Extension Division
  - i. The School of Law
  - j. The School of Medicine (two-year curriculum)
  - k. The School of Pharmacy
  - l. The Graduate Library School  
(There are two other units of importance from the viewpoints of research and publication. Those are the Institute for Research in Social Science, and the University Press.)

### Duplications

The preceding statements show the existence of certain duplications of work and arouse a lively apprehension as to what may happen in the future. There is a School of Engineering at Raleigh and also one at Chapel Hill. The same is the case in business and commerce. The College for Women has a course for the training of librarians, and there is also provision for the training of librarians at Chapel Hill. Each branch has a School of Education, and each maintains a program of general extension activities aside from the extension work in agriculture and home economics which centers at Raleigh. This is the type of duplication regarding which question may properly be raised. Is it necessary?

Such subjects as English, history, mathematics, etc. are taught at each place. Obviously, it is necessary to have instruction in the elementary phases of these subjects at each center. This is a form of duplication that is inescapable as long as the University system maintains three branches. Duplication of instruction at the elementary level, in institutions of the size included in this study, is not so expensive as at higher levels, because classes are usually of sufficient size to keep instructional costs lower than is possible in the more advanced phases of a subject. However, the results of recent studies demonstrating that large group instruction is apparently as efficient as small group instruction make one reluctant to make even so guarded a statement. At the higher levels the increased instructional costs resulting from small classes become more obvious. Data collected on size of classes in the three institutions show clearly that the instructional costs in the last two years of college and at the graduate level are higher than would be necessary if the three institutions were on one campus.

The survey committee has confined itself primarily to what it considered major duplications and to those which were deemed unnecessary, although in its recommendations it has been influenced by the type of duplications first discussed. The acceptance of the recommendations made in this report will provide the necessary administrative organizations for eliminating the minor duplications or reducing them to a minimum as long as the same type of work is continued at more than one center. This same organization will make possible a mobility of teachers and students among the branches that has not obtained in the past. This mobility will further minimize unnecessary expense in the new University.

### Major Recommendations Affecting Allocation of Work

The survey committee has two major suggestions to make affecting the work of the branches of the University organization. They are:

1. The transfer of State College from Raleigh to Chapel Hill. In making this transfer, it may perhaps be wise to make provision for leaving a program of general education carried through the junior-college level at Raleigh. Whether this should be entirely state supported or maintained by a combination of state and local support should be determined by the state's future policy regarding the maintenance of publicly supported junior colleges.

2. The transfer from Greensboro to Chapel Hill of the forms of professional and specialized training that are now found at Greensboro. In the recommendations which follow, exceptions to this general rule are made in

the case of the professional training of teachers and of the work in secretarial science. The state should adhere in the future to the policy of locating at Chapel Hill such new types of specialized and professional training as are a part of the University system.

The survey committee believes these solutions offer the greatest promise of making the new University most useful to the state with the minimum expense. Not to give frank expression to this conviction would be most unfair to the state.

Transfers from Raleigh to Chapel Hill: These suggestions will be considered in turn. The relation between engineering on the one hand and the basic sciences, such as physics, chemistry, and biology, mathematics, and increasingly the social sciences, on the other is so intimate that no outstanding school of engineering can be developed independently of them. The contacts with business and educational leaders convinced the committee that they believe the state desires a School of Engineering which will compare favorably with the better schools of the country. Such a school can be developed only at an institution in which the work in basic sciences is better developed than it now is at Raleigh. The argument made for the intimate relationship between engineering and the sciences is equally valid for agriculture. The strongest colleges of engineering and agriculture can not be developed independently of strong departments in the basic sciences, mathematics, and economics.

#### Other Solutions Considered

The survey committee gave consideration to other plans short of the above possible solution. The most obvious suggestion would be to transfer engineering to Raleigh, and business and commerce to Chapel Hill. This would, however, call for two important changes:

1. The development of the expensive departments of physics, chemistry, biology, and mathematics to the level approximated now at Chapel Hill but not now at Raleigh. This could be done over a period of years but only at a very considerable expense in laboratories, library, and staff.

2. The reduction of the work in the sciences at Chapel Hill to the junior-college level and the division of graduate work between the two centers.

In the opinion of the survey committee, the state does not now have, nor is it likely to have, the resources with which to maintain year after year two centers for high-grade research and instruction at the upper levels in science.

If the proposal to develop strong science departments at Raleigh were accepted, it would mean an institution at Chapel Hill concerned with instruction in all general fields through the junior-college period, and above that level concerned alone with the humanities and the social sciences and their applications. At Raleigh, the branch would offer instruction in the general fields through the junior-college period, and above that level instruction would be devoted to work in the basic sciences and their applications. This arrangement would also call for the transfer of the School of Medicine to Raleigh, for medicine is the application of biology, chemistry, and other sciences to human health and care, not to be wisely divorced from them.

The rejection of this proposal in favor of the one recommended, by which engineering and agriculture would be transferred to Chapel Hill, was due to the belief on the part of the committee that the separation of the sciences and their application from the humanities and social sciences would be unfortunate from an educational viewpoint. Certain values are gained from the intimate mingling of students and faculties from the two groups, that are lost even when the distance is no greater than the thirty miles which separate Raleigh and Chapel Hill. The committee was so firmly of this opinion that it felt confident that an attempt to transfer the basic sciences to Raleigh would commit the state to a great expense with results that would not be satisfactory. That state is fortunate whose future lawyers, doctors, engineers, bankers, industrialists, and leaders in agriculture are brought together on one campus in their period of training and share the same social and educational opportunities. For those who in the future will demand new curriculums drawn from all fields, training for careers we can not anticipate, it is vital that every facility the state can afford be mobilized at one center.

A third solution was also considered. This was the transfer of engineering only from Raleigh to Chapel Hill, and the retention of a program of general education through the junior-college period and the further development of agriculture, forestry, and a division of industries at Raleigh. A beginning in this last field has already been made through the work in ceramics and textiles. Both these subjects offer much larger possibilities than have thus far been realized. There are other industries as yet undeveloped. The rejection of this plan by the survey committee was due to the need for good instruction in science in connection with agriculture, and to a degree in connection with the type of instruction proposed in the industries.

The survey committee is fully aware that its proposals, if accepted in full, would not effect all the hoped-for economies, but it doubts whether any plan short of the abolition of certain schools or departments at all three centers would result in any considerable immediate economy. Such a withdrawal from ground already occupied, in response to state needs, can be executed only by state action. A move as drastic as this could not be advised by a committee from outside the state. The relative values placed on these schools and departments is a question that can be answered only by the people of the state.

#### **Transfer Should Be Gradual**

The work in business and commerce should gradually be removed from Raleigh by not admitting freshmen to this department after the academic year 1931-32. The training of teachers in academic subjects could be eliminated by not admitting students to them in the junior year after 1931-32. The work in teacher preparation at State College would thus be limited to agriculture and the industrial arts. These two changes would effect some minor economies, and they might well be made without reference to the larger plan.

When the state resources will permit the erection of new buildings, the first funds should be spent on the development of the engineering plant at Chapel Hill with the idea of transferring the engineering work. Agriculture could follow and later the work in industries, leaving only a general junior

college at Raleigh, as the survey committee has recommended. The loss to the state as a result of the abandonment of the buildings at Raleigh would be small indeed as compared with the cost of replacements and additions at Raleigh and the increased cost of maintenance over a period of twenty or twenty-five years, resulting from a decision to maintain two separate institutions of excellence. Furthermore, the single institution would be, from an educational standpoint, more satisfactory than two separate units.

The decision to advise the physical consolidation of these two branches has been reached only after careful consideration. It is recommended with confidence that if the people of the state face the issue squarely and make the change suggested, they will have rendered a service to the state which in the course of time will be of almost immeasurable value from an educational viewpoint and which will ultimately mean a large financial saving.

#### **Transfers From Greensboro to Chapel Hill**

The second major suggestion deals with the transfer of specialized types of training from the branch of the University at Greensboro to Chapel Hill.

#### **Training of Librarians**

Provision has been made for the training of librarians both at the North Carolina College for Women and at the University. In the College for Women the training is given in the senior year. At the University the instruction is at the graduate level during the regular academic year, but during the summer, work is given at the undergraduate level. The work at Greensboro is designed exclusively for school librarians, and at Chapel Hill the instructions is planned to train personnel for school, college, and public libraries.

Courses were first offered in library science at Chapel Hill in the Summer School of 1904. That same year some instruction was developed for the student assistants in the library. About 1920 the instruction in library science offered in the summer school was adapted to the needs of school librarians. Finally, in 1931, the Graduate Library School was opened. The program of instruction in this field was developed a year or two earlier at Greensboro than at Chapel Hill.

During the first term of the summer of 1931, 140 students were enrolled in library science at Chapel Hill, and 29 during the first term at Greensboro. No work was offered at Greensboro during the second term. The enrollment at Greensboro at the time of the survey was 22 and at Chapel Hill 35. The budgets at Chapel Hill for the current year are: summer school, \$2,200.00; academic year, \$18,000.00. At Greensboro the corresponding figures are \$292.50 and \$4,400.00.

The survey committee is of the opinion that the instruction in library science at Greensboro should be dropped at the end of this year. This recommendation is based on the following considerations:

1. Evidence does not indicate that need for more than one center. A large proportion of the persons preparing for school library work will do so through the summer schools; and if the branch of the University system at Chapel Hill offers instruction in both terms of the Summer School, the saturation point will soon be reached as far as school librarians are con-

cerned. If there should prove to be need for additional persons, members of the staff from the School at Chapel Hill could offer six or eight semester hours of work for school librarians to students during their senior year at Greensboro.

2. The committee is led to the location of the work at Chapel Hill rather than at Greensboro for the following reasons:

- a. The bibliographical resources at the former place are much better than they are at Greensboro. For some time prior to the establishment of the School at the University, the authorities had been planning for the School and were collecting the needed resources.
- b. A new library building has recently been completed at Chapel Hill with ample space for the School and for library purposes. At Greensboro the library is somewhat small for the student body and the space used for instruction in library science is needed for general library purposes.

The saving would not be great if this change were made, as the amount expended for library training at Greensboro is not great. The change should be made primarily on the basis of the better quality of work that can be done at Chapel Hill, owing to the superior quality of its facilities and the better training of the instructional staff. The present staff at Chapel Hill would be able to handle 50 students.

The survey committee's recommendations regarding the training of librarians are based on the assumption that a school of library science is to be maintained by the state. The committee believes the question of the development of such a school, in view of present conditions, may well have further consideration before the question is considered closed.

The suggestion regarding the transfer of the work in library science is indicative of a movement that in the opinion of the survey committee should be carried forward as rapidly as resources will permit, viz., the transfer from Greensboro to Chapel Hill of all forms of specialized preparation except the training of teachers and the work in secretarial science. Work in the fine arts should be developed, and the state can not afford more than one center for this purpose. The proper place is Chapel Hill. The acceptance of this plan would result in the limitation of the work in music at Greensboro to the training of public-school teachers of music and such work as is properly a part of a program of general education. Professional musicians would not be trained. The school would be changed to a department and the work in this field would become a part of the program of work in the College of Liberal Arts.

The professional work in home economics above the junior-college level should be transferred from Greensboro to Chapel Hill as soon as practicable. The argument for this transfer parallels that used in the case of agriculture and engineering—the large applications of the basic sciences, economics, and sociology to instruction and research in this field. The tendency in recent years to devote a considerable portion of the junior-college period in home economics to general education makes this suggestion readily practicable.

The place that the College at Greensboro is finally to occupy in the program of teacher training must await the state's decision regarding the allocation of functions among the teachers colleges. The data already sub-

mitted justify the statement that at the moment it is primarily a teacher-training institution.

During the past generation, higher education has assumed large proportions in our living. Daily the instruction of the classroom and the work done in the laboratory and library are directly and indirectly vitalizing human affairs. So real are the benefits arising from great universities that society annually places great sums of money at their disposal. The growth of these institutions has made evident the intimate relationship between the different fields of knowledge. The value of physical proximity is shown by the tendency for certain types of professional education which formerly were offered by independent schools to move into universities. Constantly the values flowing from the development of a university with its professional schools, graduate instruction, and research on the same campus are becoming more evident. This close relationship gives a stimulation to teachers and students that is lost when the several schools represented in a university are even no farther apart than are the branches of the new University. The confidence of the survey committee that a university of the type just described is what the State of North Carolina wants and what it will in the long run find most useful, is the basis for the suggestion for the transfer of such important schools as agriculture, engineering, and commerce from Raleigh to Chapel Hill and for the transfer of professional or specialized education from Greensboro to Chapel Hill.

#### Suggested Changes Calling for Minor Readjustments

**Training of Teachers:** The abandonment of the training of elementary-school teachers at Chapel Hill is recommended. For the present, it is suggested that this training be continued at Greensboro. The opportunities for instruction in the liberal arts to the level of the bachelor's degree should gradually be improved at Greensboro, but in the judgment of the survey committee such instruction should not be carried above that level.

There is not in North Carolina or in the immediate vicinity a center for the training of commercial teachers as they should be prepared for service in the high school. Representatives of the State Department of Public Instruction informed the survey committee that teachers were obtained only with difficulty. This work should be developed at Greensboro in conjunction with the work in secretarial science, which should also be expanded. The chapter dealing with commerce and business contains a discussion of this phase.

**The Graduate School:** In the organization of research work and the training of graduate students there is fortunately no problem of allocating functions among the three units now combined in the new University of North Carolina. It is in research and teaching on the graduate level that the new institution finds its opportunity to justify itself as a university in the true sense of that word. These activities will demand all the surplus resources of the University over and above the obligations of college teaching.

The unit known as the Graduate School is simply a body of specially selected and qualified teachers and students applying themselves in freedom and with the necessary library, laboratory, and field resources to the problems that challenge them. Any organization that forwards and supports this cooperation between elder and younger scholar, between teacher and

student, must of necessity be simple. Complexity and administrative routines are foreign to the life of a graduate school and stifle its spirit.

The University organization for central direction of activities under the President should provide for a Dean of graduate work. Upon this official of the new University and his attitudes, and the breadth of his conception of research, and the soundness of his standards, and his impersonal courage in upholding such standards, rests a large measure of the success of research and scholarship in the University system. No one who believes that the profitable fields for research are today what they were when Johns Hopkins was founded, can properly serve as dean of the graduate school in a modern university whether privately endowed or state supported. The maintenance and development of scholarship requires something more than a static faith that the traditional departments compass all fields of study and research. Placed as the Graduate School necessarily is at the very center of the new organization, and integrating many departments, any cocksureness in its Dean as to what fields are or are not open to research and rewarding to scholarly effort would be fatal.

The setting of standards in a graduate school depends upon the maintenance of a sound selective process among those on the faculty who, by reason of their productive scholarship or teaching power at the graduate level, are to be placed in charge of a body of students admitted by selective standards. Even given qualified teachers and students in one field, there can be no claim to do graduate work unless there are also the resources to work with and the supporting departments in allied fields. No science or field of specialization is sufficient unto itself in these days when boundaries in all fields of scholarly work are but the dead furrows between once existing divisions. The field and strip system in education is giving way at every level, and nowhere more than in the higher reaches.

It is in decisions, policies, and adjustments, conditioned by the principles set forth above, that the administration of the Graduate School will find a primary and persisting task. In meeting the problems it poses, the Dean will need the aid of the scholars who really make any graduate school. By some plan suited to the situation he should gather around him a small advisory or executive council of seven or eight men who are free from prepossessions about colleges and departments as they now exist. With their aid, the graduate teaching faculty can be selected and gradually extended. Serving as leader, the Dean can become the proponent and executive of the educational policies and conditions for degrees that such a faculty is able and willing to maintain.

Conditions are propitious for uniting such a qualified staff on these common problems. The Graduate School at Chapel Hill has been sound enough and conservative enough in maintaining its standards for the highest degree, that of doctor of philosophy, so that the University of North Carolina has gained membership in the Association of American Universities, a national body composed of those state and endowed universities setting and maintaining standards in graduate work. The other two campuses have recognized that the master's degree represents the most advanced training that they should undertake. This degree they have given in some fields not now represented at Chapel Hill.

Under the form of consolidation recommended by the committee or under any considered by it, the center of gravity and the responsibility for the development of the Graduate School will be at Chapel Hill. During any transition period, it will be possible under central control to mobilize the personnel and facilities for this most expensive and yet most important form of training. Under no form of organization is it justifiable to consider the duplication of faculty and facilities for the sake of building up anything extraneous to the completely unified Graduate School.

In the opinion of your committee, a consolidated educational program will come with the least effort at the graduate-school level. The service to be rendered is exceptionally valuable. The realization of such a program will give a new dignity to scholars and scholarship, quicken all intellectual life, widen horizons, and stimulate more vital teaching for the students on the undergraduate level as well as the graduate. It offers a new opportunity to demonstrate the educational leadership that the state has assumed and justified in its section and in the nation in the twentieth century.

The survey committee has recognized the fact that it will not be practicable to make all the suggested transfers immediately. In the interim there are some economies that the unification of control which has been recommended will make readily practicable. Some of these suggestions would apply as between Chapel Hill and Greensboro even after the recommended changes have been effected in entirety. A distinguished teacher could teach at more than one place. It would not be difficult for a member of the Chapel Hill branch to teach at that place and also at either Greensboro, or Raleigh or *vice versa*. Between Raleigh and Chapel Hill, it would be practicable to transfer small classes when the facilities were better at one place than they were at the other. This would also be true in the case of Greensboro and Chapel Hill. Small classes dealing with the advanced phases of the same subjects were found at each of these centers. Transportation of students would be cheaper in some of these cases than would duplication of effort.

An illustration of the possibility that mobility of students and faculty would prove advantageous is furnished by the Department of Rural Social Economics, which is located at Chapel Hill. This Department was established in 1914, before the State College had turned its attention to this important field. Edward Kidder Graham, who was president at the time the Department was established, stated its purposes in the following words: "Its business is to teach North Carolina to North Carolinians; not the North Carolina of day-before-yesterday, but the North Carolina of day-after-tomorrow." The studies conducted by the Department and its teaching have had a marked influence in the state. Parenthetically, it may be stated that the survey committee has found one of the publications of this Department very helpful. The book is *North Carolina: Economic and Social*, by Samuel Huntington Hobbs, Jr.

More recently the State College has entered the field of agricultural economics, in which a modest but sound program is being developed. At one time considerable attention was given to rural sociology, but temporarily that work is in abeyance. Both rural economics and rural sociology are properly a part of the program of the State College of Agriculture and Engineering. Since the work in rural social economics is so well developed

at Chapel Hill, and the library resources are there, the survey committee is of the opinion that instead of this work being moved to Raleigh, a coordination of teaching and research should be effected so that students at each center will have the advantages offered by instructors at both places until such time as the School of Agriculture is transferred to Chapel Hill. The number of advanced students in this field is small enough so that they could be transported from one center to the other. In the more elementary phases of the work, where classes are larger, an instructor could teach at both Raleigh and Chapel Hill. The coordination of the research activities would undoubtedly mean a larger return to the state than if each place were to work independently.

The discussion of this procedure has been developed as illustrative of what may be done in other areas. The authorities of the new University will undoubtedly find many opportunities for improving the quality of instruction and increasing the fruitfulness of research by a closer coordination than has been developed while the three institutions were under separate administrations.

In evaluating recommendations that have been made, it should be borne in mind that the branch of the University at Chapel Hill has for years been building up a strong library. It is one of the outstanding university libraries of the South. At least two decades ago, the present librarian realized the importance of a great library to a university, and with faculty cooperation he began the development of a library that is now a source of great strength to the work at Chapel Hill. There are now 236,162 volumes, of which 41,432 are bound periodicals. Among its resources are strong collections in chemistry, zoology, and botany. At Raleigh, on the other hand, until recent years the library has had scant consideration. In 1930 there were only 29,023 volumes and no collection of note.

#### **Units of the Proposed University**

The changes proposed would result in a University system composed of the following units:

1. Branch at Greensboro
  - a. The Junior College
  - b. The Senior College
  - c. The Summer Session<sup>1</sup>
  - d. The Extension Department<sup>1</sup>

The branch at Greensboro, in addition to having certain specialized phases of its work transferred to Chapel Hill, should adopt a simplified organization by making such subjects as music, secretarial science, and education, departments instead of schools as is the case in music and education at present.

2. Branch at Raleigh
  - a. The Junior College

(Whether this would remain a part of the University system or become a part of the public-school system would depend upon the policy pursued in North Carolina regarding the development of publicly supported junior colleges. The survey committee is of the opinion that the tendency is for

the junior college to develop as a part of the local school system. No statement in this report should be interpreted as being in opposition to that trend.)

3. Branch at Chapel Hill
  - a. The Junior College
  - b. The Senior College
  - c. The School of Engineering
  - d. The Department of Education
  - e. The School of Commerce
  - f. The School of Public Welfare
  - g. The Graduate School
  - h. The School of Agriculture and Forestry
  - i. The School of Industries
  - j. The School of Law
  - k. The School of Medicine

(It is within the range of possibility that conditions might change to such a degree that it would be considered desirable to abandon the School of Medicine by the time the developments indicated above were effected.)

- l. The School of Pharmacy
- m. The Graduate Library School
- n. The School of Fine Arts
- o. The School of Home Economics
- p. The Summer School<sup>1</sup>
- q. The Extension Department.<sup>1</sup>

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<sup>1</sup> The University system should have only one Division of Extension and one Summer School, and these should be regarded only as units in the whole plan.

<sup>1</sup> The University system should have only one Division of Extension and one Summer School.

## CHAPTER III

### SUPPLEMENTARY SUGGESTIONS

There are many questions of importance, with regard to the programs of higher education that have been developed in North Carolina, to which no attention has been given in this report. Questions of faculty training, salaries, teaching load, student personnel work, organization of the several institutions, admission requirements, fine arts, physical education, athletics, retirement provisions, etc. have not thus far been specifically discussed.

The majority of them will not be treated. The survey committee gathered information on many of these questions which was used in the formulation of this report. Comparative data were collected on salaries, teaching load, and preparation of faculty members. Differences were found, but they were not marked enough to constitute serious obstacles in the organization of the new University. Omission of these data has been deliberate. The survey committee was of the opinion that it was important to keep the real issues—the problems presented in the preceding chapters—clearly to the fore. Had the report dealt with the entire range of questions suggested, there would have been danger of concealing the more fundamental questions faced by the state in the future development of its program of higher education. In this final chapter, however, a few questions of minor importance are briefly presented.

#### Fees

Each institution furnished the survey committee with a statement of fees charged students. Great variation exists. It is recommended that as high a degree of uniformity be provided as is practicable. There seems to be no reason for a greater variation in fees in the new University than would obtain if there had been in the past an actual consolidation of the branches on one campus. The same statement holds regarding admission requirements.

In connection with the question of fees, the committee wishes to call attention to the present legislation by which prospective teachers are not required to pay tuition. This legislation should be repealed. The committee is unable to discover any elements in the present situation to justify the continuance of the present practice. Furthermore, when a state faces as difficult a financial situation as exists in North Carolina at present, it may properly use this change of practice as a source of increased income. The increase in funds resulting from the repeal of this legislation would materially help the new University to maintain standards through this period of depression, as well as assist it in the realization of its larger purposes when there is an abatement of the present financial conditions.

#### School of Medicine

At Chapel Hill there is a two-year medical school enrolling about eighty students and costing approximately \$53,000 a year. A few miles away is Duke University with a four-year medical school. Naturally a question arises regarding the wisdom of the University system in continuing its school. The indications are that the authorities of Duke University are desirous that its medical school should be a regional rather than a local

institution. Relatively a small proportion of those completing the two-year course at Chapel Hill enter Duke. They attend institutions in various parts of the country. To date, those students who have had the backing of the University medical school have been able to secure entrance to four-year medical schools after completing the two years of work at Chapel Hill. As long as this condition obtains, the University organization may well continue its two-year program. When this ceases to be true, it would then appear to be wise to discontinue the School of Medicine.

#### **Home Demonstration Agents**

Mrs. Jane S. McKimmon furnished the survey committee with information regarding the staff of home demonstration agents (white), of whom there are sixty-one in the state. Persons engaged in this service not only should have a fundamental background in home economics such as would be obtained by means of four years of study, but should also be familiar with rural forces and trends of an economic and social character. Possibly they should also have some training in certain phases of agriculture, e.g., poultry raising. The state has made provision at Greensboro for giving the training in home economics, but no definite arrangements have been made for supplementing this preparation with training in the other necessary fields.

An examination of the salaries paid agents newly employed in the past three years shows only one initial salary below \$1,800. The maximum paid was \$2,400. These salaries are not by any means too large, but they are distinctly better than those which women graduating in home economics at Greensboro obtain initially. The ages of these persons range from twenty-six years to forty-eight years, with most of them around thirty. These salaries and ages would seem to indicate that the special preparation needed to supplement the training in home economics should be given after the women have been graduated in home economics and have engaged in high-school teaching or similar work. It could be carried out through summer work given at Raleigh and organized especially for persons who have a background in home economics training and wish to be more adequately prepared in the phases of agriculture that are directly related to their work as home demonstration agents. The extension service could properly make this a definite requirement for admission to this field of work. The salaries paid are sufficient to justify this requirement. Twenty-five persons were taken into the service during the past three years—a number large enough to justify the development of the special training. In the opinion of the survey committee, this problem should have consideration by the new University. The entire problem would be solved when the recommended transfers of work have been made.

#### **Veterinary Medicine**

The North Carolina State Veterinary Medical Association has presented to the survey committee a brief favoring the establishment of a school for the training of veterinarians as a part of the new University. The brief advocates locating the school at Chapel Hill.

The survey committee has given careful consideration to this suggestion, and it is of the opinion that the State of North Carolina should not establish

such a school at this time. It is led to this conclusion by the results of two studies which have been made recently of the status of the preparation of veterinarians. The first of these studies was conducted by the United States Office of Education, and the results were published in 1930.<sup>1</sup> The statements which follow are taken from this report:

There is no need for a veterinary college in each one of our forty-eight states. In fact, ten or twelve schools, each with an average graduating class of from fifty to sixty, would seem at the present time to be sufficient.

Following this statement a map appears in the report, on which are shown the number of veterinarians in the several states and areas served by each school. It is suggested that the veterinary colleges should be located with some regard to the distribution of the profession in the United States. The report points out that this condition does obtain except for the South and West. Conditions in the southern area are covered in the following statement:

It will be noted that the number of veterinarians in the areas served by the veterinary colleges of Alabama and Georgia<sup>2</sup> is very small, fewer than 450 in each area. If these two veterinary colleges were united the combined demand of the two sections, as represented by replacements in the profession and by natural development, should be sufficient to support a strong school of veterinary medicine. Even then the combined areas would not have the veterinary population represented by most of the areas.

The second source from which data have been drawn is a report made in the summer of 1931<sup>1</sup> to the National Association of Veterinarians. That document presents a considerable body of factual material dealing with veterinarians and the conditions of veterinary education in the United States. It ends with a group of recommendations from which the following statements are taken:

The small enrollment in the present schools, as well as many other factors, indicates that the need is not for more schools.

At another place in the report this statement occurs:

Something should be done to awaken interest in the veterinary profession in states which have no schools. State scholarships should be provided in such states for those who wish to study veterinary medicine in one of the other states having schools.

The survey committee is of the opinion that there are certain types of specialized education for which the demand is not great enough to warrant each state's undertaking to offer them. A single institution will serve a

<sup>1</sup> "Professional Veterinary Medicine." *Survey of Land-Grant Colleges and Universities*, Vol. II, Part 5.

<sup>2</sup> North Carolina is included in the Georgia area.

region or area including several states. Such types are medicine, library science, architecture, textile engineering, forestry, etc. In the opinion of the survey committee, veterinary medicine belongs in this group. The survey committee wishes at this time to direct the attention of the state to the desirability of giving careful attention in the future to regional conditions before undertaking new types of specialized instruction and research.

### Retirement Provisions

Data were collected on the ages of faculty members and major administrative officers at each of the institutions. The figures reveal the presence of several persons at each institution who have passed the age when in general they can render the best service. Particularly is this true at Chapel Hill. These persons who have rendered long and valuable service to the state are continued after the period of largest usefulness, as they can not well be dropped from the budget when to do so would subject them to genuine hardship. The survey committee is of the opinion that in justice to these persons and in fairness to the work of the new University, arrangements should be made for retiring allowances, as soon as financial conditions will permit.

### Conclusion

At several points in this report, statements have been made by the survey committee expressing the view that there is much in the history of the three institutions in which North Carolina may properly take great pride. It should be said that no attempt has been made to catalogue these deeds in full. To have done so in any complete fashion would have required a report transcending the limits of this document. Furthermore, that was not the task assigned to the survey committee. The committee was asked to suggest an administrative organization for the new University and to make recommendations regarding the allocation of functions. The survey committee desires, however, to record its belief that the state has received large returns on what it has invested in higher education.

On the other hand, one finds in the life of these institutions much evidence of appreciation on the part of the people for the service rendered to the state. True, there have been ebbs and flows in the loyalty with which the institutions have received the support of the state, but that is the history of all publicly supported education. At the present moment the institutions are in a depressed condition owing to the financial retrenchments which they have had to make in recent years. Particularly is this true at Chapel Hill.

Publicly supported institutions must expect to share financial reverses with the public which supports them. The public should bear in mind, however, that continued financial depression may carry an institution to a point from which recovery will become very difficult. Years are required to develop a strong college or university, and a prolongation of the present conditions may reduce the higher educational institutions to a situation from which years will be required for recovery. If this should happen, the cost would be so great that the state might well hesitate to permit the

<sup>1</sup> Report of Committee on Education of the American Veterinary Medical Association, 1931.

starvation period to be long continued. As there other places in the state in which economies might be effected without the danger of dire results? This is a question which should challenge the attention of the leadership of North Carolina.

Unfortunately, the survey committee has not been able to point to any large financial economies that could be effected immediately. This is partly because of the retrenchment which has taken place in expenditures on the part of the institutions during the past few years. The two most conspicuous evidences of duplication were in business education and in engineering. The expenditures for the former at Raleigh were not large, nor in the case of the latter were they conspicuous at Chapel Hill.

Financial economies, however, are not the only economies to be considered in education. Suggestions have been made which, in the opinion of the survey committee, will make for increased efficiency in the state's program of higher education. If the suggested changes are made, the benefits flowing from the state's program of higher education are certain to be greatly increased. The suggestions are submitted to the people of the state in the belief that if they are accepted, the new University will be set on the way to an even more distinguished career than those of its predecessors.

## CHAPTER IV

### PREPARATION OF TEACHERS

Definite provision is made for the training of teachers in six state-supported institutions for white students in North Carolina. These institutions may be classified into two groups:

**Group I. Four-year standard colleges:**

University of North Carolina  
North Carolina College for Women  
North Carolina State College of Agriculture and Engineering

**Group II. Teachers Colleges:**

East Carolina Teachers College  
Appalachian State Teachers College  
Western Carolina Teachers College

All six of these institutions were visited during the course of the study. In addition there are fifteen denominational or other private colleges and one private teachers colleges for white students from which no data were secured other than the number of students in various fields of specialization who will be graduated at the end of the current year.

#### **Certification Requirements**

The certification requirements, as defined by the State Board of Education, determine to a large extent the nature of the professional and subject-matter courses included in sequences for teachers.<sup>1</sup>

The present requirements were formulated in 1927-28 following a study by Dr. Bachman in 1924-25. They were the outgrowth of conferences attended by representatives of the various teacher-training institutions of the state and by members of the State Department of Education. The requirements finally adopted follow the general lines recommended by Dr. Bachman.

Conferences held by members of the survey staff with representatives of the six institutions visited revealed the fact that four of the institutions are in general sympathy with the requirements and that the academic departments of the University of North Carolina and of the North Carolina College for Women are very critical of them and favor far less specific and rigorous requirements. These departments object both to the amount of the professional prescription and to the rigidity of the subject-matter requirements. The situation is aggravated by the fact that the School of Education at Chapel Hill imposes professional requirements in addition to those specified in the state requirements. Furthermore, the psychology department in the North Carolina College for Women imposes a heavy requirement in psychology on all prospective teachers. Such situations engender hostility between the academic departments and the School of Education in these institutions and prevent the close cooperative effort that should obtain in improving the training of teachers.

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<sup>1</sup> **Regulations Governing Certificates, 1929.** State Board of Education, Raleigh, N. C.

Evidence secured incidentally during the course of the survey showed that the requirements which are now in force have brought about two very definite results: first, they stimulated many colleges of the state which formerly gave little or no attention to the professional training of teachers to provide specific sequences for prospective teachers; second, they forced the poorly financed teachers colleges to provide improved academic and professional courses as they reorganized their curriculums on a four-year basis. Visits from representatives of the state department have resulted in many desirable changes during the past few years in the sequences provided for teachers.

The facts secured in this study, however, show clearly that the rigid requirements now in force have served their period of usefulness. The patterns of training which must be provided for both elementary and secondary teachers may be vigorously attacked at various points. No scientific evidence is available which shows conclusively the type of training which meets the needs of teachers most effectively. There is need of much experimentation in this field. As long as the present requirements are rigorously enforced, it will be impossible for institutions to carry on experiments looking toward the improvement of their teacher-training curriculums. What is even more unfortunate, rigid enforcement will prevent the development of an experimental attitude which would lead ultimately to progressive revision of professional curriculums.

The statement should be added that very little consideration need be given at this time to the two-year curriculum of the teachers colleges, inasmuch as the demand for elementary teachers with less than four years of training is rapidly decreasing. Even in the mountain sections of the state many counties have adopted the four-year standard. The presidents of all three teachers colleges believe that after a period of five years there will be so little demand for teachers with only two years of training that this curriculum can be discontinued. At present the students of all three teachers colleges are strongly advised to elect the four-year curriculum. To propose at this time radical changes in the requirements for the two-year certificates, other than making them much less rigid, would probably result in more confusion than good. On the other hand, the four-year curriculums should be subjected to deliberate study immediately in order to bring about desirable modifications. Whatever requirements are set up should be sufficiently liberal to permit intelligent experimentation and progressive reorganization.

#### Supply and Demand for Teachers

In order to determine the number of teachers of various types that are prepared annually, a request was set by J. E. Hillman, Director of Teacher Training in the State Department of Education, to all institutions in the state for information regarding the number of students enrolled at present who will fulfill requirements for various types of certificates at the end of the current academic year. The data secured are summarized in Table I. The entries in the table show that at least 627 elementary teachers and 544 secondary-school teachers will be available. (The latter number was obtained by dividing 1,088, which is the total number of teachers preparing in various secondary-school fields, by 2, which is the number of subjects to which each teacher is usually assigned.)

**TABLE I**  
**NUMBER OF STUDENTS WHO WILL FULFILL REQUIREMENTS FOR VARIOUS TYPES  
 OF CERTIFICATES AT END OF ACADEMIC YEAR 1931-32**

No data have been secured thus far relative to the number of teachers needed annually in elementary schools. The statements made by representatives of various institutions indicate that most of the four-year graduates and a large majority of the two-year graduates were placed last year. It is, however, becoming increasingly difficult to place the latter.

With respect to the demand for secondary-school teachers, data are available from which certain inferences can be drawn. Table II, which was prepared by J. E. Hillman, shows that there are 4,539 white high-school

**TABLE II**  
TOTAL NUMBER OF WHITE HIGH-SCHOOL TEACHERS

Year	Public	Private	Total
1929-30 .....	4,295	373	4,668
1930-31 .....	4,269	270	4,539

teachers holding positions this year. This is a decrease of 129 as compared with the number for 1929-30. Mr. Hillman reports that the average tenure is now about nine years. On this basis approximately 500 teachers will be required each year. According to the data presented, North Carolina is preparing each year about the number of teachers needed. These calculations, however, leave out of account several items, such as graduate students who go into high-school teaching and those who receive degrees at the end of summer terms.

When the number of teachers being prepared in certain fields is compared with the probable demand, as nearly as it can be estimated, it becomes obvious that in some fields, such as modern languages, many more teachers are being provided than will be needed, and that fewer teachers than are needed are being prepared in other fields, such as commercial ducation. This phase of the situation should have careful consideration by all institutions which prepare teachers.

#### School of Education at Chapel Hill

It is the purpose of this section of the report to present findings concerning the status of teacher training at Chapel Hill and to suggest tentative recommendations.

The chief purpose of the School of Education as defined in the University Bulletin is "to prepare young men and women for the more responsible teaching positions, principalships and superintendencies." Little or no emphasis is given to the research functions of the institutions.

Four-year curriculums are provided for prospective elementary- and secondary-school teachers. Students who pursue these sequences register in the School of Education. Graduate students in education who are candidates for advanced degrees register in the Graduate School of the University.

The staff of the School of Education includes six professors, four associate professors, three assistant professors, and two instructors. These

include six supervisors of practice teaching who also give courses in special methods.

Graduate Work: The Department of Education is a unit of the Graduate School and as such registers students for advanced degrees. There were only about eighteen graduate students in education during the fall quarter of the academic year 1931-32. The result is small registration in advanced courses.

Four functions of the Department were mentioned in conference with Dean Walker: the training of principals, supervisors, superintendents; the training of teachers of education in teachers colleges and departments of education; the giving of courses in education to undergraduate students and to teachers in service; and research, which involves training technical workers in research as well as research work by individual members of the staff.

A feeling of depression pervades a part of the faculty, owing to the following facts: (a) small graduate registration, (b) absence of two leading members of the staff, (c) lack of funds with which to carry on research projects, (d) failure to adopt and support an aggressive policy with respect to scholarly study and research.

Training of Teachers of Secondary-School Subjects: Six types of prospective secondary-school teachers are trained, namely, those preparing to teach Latin, French, English, mathematics, science, and history and other social sciences. Students are advised to take majors and minors in the following combinations: English and Latin; English and French; science and mathematics; and history and one other field.

The junior-college requirements are essentially the same as in the liberal arts college, with the following exceptions: one foreign language is required rather than two; and mathematics is optional (nine out of ten take it, however). Each prospective teacher chooses near the end of the sophomore year the fields in which he wishes to prepare. He is then placed under the direction of the member of the School who gives special methods in the major field selected. The sequences in both the major and minor fields are broadened out more than is customary in the liberal arts college in order to provide an adequate background for teaching in specific fields.

The Deans of the School of Education and of the Liberal Arts College were questioned concerning the wisdom of transferring prospective teachers to the College of Liberal Arts. The Dean of the School of Education opposed the change for the following reasons: the very rigid language and mathematics requirements in the junior college; the extreme specialization which prevails in the College; and the unsympathetic attitude of the College faculty toward professional courses. The Dean of the College believed that such a transfer would be advisable and practicable. He stated, however, that if prospective teachers registered through his office they should be assigned to a special adviser from the Department of Education, for two reasons: first, members of academic departments are not familiar with the professional requirements and would be irritated if they were made responsible for the administration of such requirements; and second, modifications would be necessary in the usual requirements of the College which could be administered to the student's best interest by someone who was professionally concerned.

The professional requirements for prospective high-school teachers include nine courses totaling thirty semester hours:

- Introduction to Education
- Introduction to Educational Psychology
- Educational Psychology
- General Methods in Secondary Education
- Principles of Secondary Education
- Special Methods in two subjects
- Practice Teaching in two subjects

The fact should be pointed out that thirty semester hours are required by the School of Education, as compared with twenty-one semester hours recommended by the State Board of Education. This results in much ill-feeling on the part of the academic faculty; it also seriously complicates the students' programs.

The practice-teaching facilities are unique in some respects. The Chapel Hill high school is used. Six members of the College faculty supervise instruction in the high school in their respective departments, give special-methods courses in the School of Education, and supervise the practice teaching. Owing to the limited number of students trained yearly, it has not been necessary, as yet, to make other provisions for practice teaching. Any expansion in the number of teachers trained would make necessary an expansion of practice facilities. The six supervising teachers referred to above have unusually broad training for such positions.

**Training of Teachers of Special Subjects:** School librarians are the only teachers of special subjects trained at the University.

**Elementary Teachers:** The students who major in elementary education are very limited in number. Only nine primary and six grammar-grade teachers are registered in the present senior class. All students who take the two curriculums provided enter by advanced standing. About half come from normal schools, the other half from junior colleges.

Practice teaching is done in the elementary school of Chapel Hill, which can accommodate about twenty-four each year. A request was made in the budget for 1929-31 for a training school at a cost of half a million.

**Free Tuition:** By the Act of the General Assembly of 1887 free tuition is given to prospective teachers of North Carolina who will agree to teach for two years in the state. Whereas this privilege was formerly granted by the deans of all divisions, it is now administered by the Dean of the School of Education. There was opposition to the concentration of this privilege at first, but the practice is no longer questioned. Practically all prospective high-school teachers make use of the privilege, which means a saving of \$75 a year. Less than half of the elementary teachers apply for it.

**Registration:** An examination was made of the registration in classes during the academic year 1930-31 and for the first term of the current year. It showed that most of the small registrations were in three types of courses: (1) courses for prospective elementary-school teachers, (2) courses for prospective high-school teachers in the fields in which the demand is limited, and (3) courses for graduate students.

The members of the faculty of the School of Education furnished the survey staff with detailed outlines of the courses for which they were

responsible. An analysis of these descriptions convinced the survey staff that there is opportunity for the consolidation of the content of many of the courses offered.

General Plans of the School of Education: The general plans of the School of Education for the future are summarized in a comprehensive report accompanying the budget for 1929-31. The specific needs and desired expansions of the School were summarized under the following heads:

1. The Training School, for which \$556,000 was asked for construction and library, and approximately a \$50,000 addition to the annual budget.

2. Elementary Education, for which a budget of \$65,000 per year was asked in addition to the present expenditures for training supervisors, experimental workers, principals, and expert teachers.

3. Secondary Education, for which provisions were requested in the near future for training teachers in fine arts, physical education, commercial education, and library science.

4. Graduate work, for which no special requests were made which are not included in 2 and 3 above. The need of strengthening the graduate work was emphasized, however.

5. Bureau of Educational Research, for which expansions were requested.

6. Other needs, including a department of educational administration, a department of educational psychology, a department of rural education, and provision for supplementing the work now done by individual members of the staff.

It is obvious that the proposed program places large emphasis on the training of teachers, supervisors, and principals. There is a division of opinion in the faculty concerning the wisdom of giving this field of service preeminence over the research functions of the School.

Provisional Recommendations: The recommendations that follow have significance only as the status of teacher training in the other institutions studied is understood. They will be listed here briefly and incorporated later into the section on recommendations at the end of this report.

1. The transfer of the training of elementary teachers to North Carolina College for Women.

2. The reorganization of the School of Education into a Department of Education.

3. The registration of prospective high-school teachers through the office of the Dean of the College of Liberal Arts.

4. The joint appointment of instructors giving special-methods courses by the Department of Education and the subject-matter departments concerned.

5. The development and expansion of the work in education to cover all the major fields of educational inquiry pertinent to North Carolina. Research and scholarly study should be the dominating aims of the Department. It should concentrate on the training of principals, superintendents, and supervisors.

6. The discontinuation of free tuition privileges for any single group or class of students.

### State College of Agriculture and Engineering

The chief aim of the School of Education is "to train principals and teachers for rural and urban high schools." In addition it prepares teachers of vocational agriculture, of industrial arts, and of regular high-school subjects. It also gives courses in vocational guidance and industrial education.

Four types of curriculums are provided in meeting the professional needs of students, namely, in

1. Agricultural education
2. Industrial arts
3. Commercial subjects
4. Academic subjects taught in the high schools

Agricultural Education: President Brooks considers that the chief function of the School of Education is to train teachers of vocational agriculture for the high schools of the state.

The service of the School in this connection is indicated in a measure by the fact that the registration for 1930-31 was 117 and for 1931-32 is more than 100. Available data show that of the 162 teachers of agriculture in the high schools of the state, 126 received their training at the College. They show also that of the 182 students thus far graduated in vocational agriculture, 115 are teaching in the state. Furthermore, the demand for teachers absorbs the number who graduate each year. Consequently very few have had to go to other states to find positions.

The practice teaching is done in rural high schools of the county or neighboring counties. Students assigned to practice teaching spend five weeks at the school to which they are assigned, devoting full time to their responsibilities. It is obvious that the training provided offers very practical contacts and experience. The supervision provided is limited to three visits from the college supervisors and about the same number from the state supervisors. It could advantageously be increased.

In view of the fact that State College is the only institution which offers training in vocational agriculture, the work in this field which is now in progress there should be continued and given such support as may be necessary. This suggestion is subject to the recommendations made in Chapter II regarding transfer of agriculture to Chapel Hill.

Industrial Arts Education: A detailed curriculum for the training of teachers of industrial arts is offered by the School of Education. The registration as yet is very limited: five freshmen, two sophomores, one junior, and one senior.

There is no other center in the state for the training of high-school teachers in this field. Of the forty teachers of industrial arts in the state, only ten were trained in the state; thirty came from eleven other states.

The College of Engineering provides all the technical courses needed except one which has been developed through cooperation with the School of Education. In addition, the School of Education provides the general and specialized courses necessary.

President Brooks deplores the situation in the field of industrial arts and recommends that the experiment in training teachers in this field be continued at State College. If the demand for teachers of industrial arts

is great enough to warrant the continuation of this curriculum, it should be maintained as long as the work in engineering is continued at Raleigh.

**Commercial Education:** A curriculum in this field has been announced. The registration is very small: two freshmen, four sophomores. No professional courses in the field have been provided as yet, although some have been announced. If a demand develops, the courses will be given.

President Brooks believes that the College can provide excellent training in commercial education through cooperation with its own School of Business and the private business colleges of the city. He recognizes the fact that the University has a strong School of Commerce.

For reasons which are given in Chapter II, this type of work should be discontinued at State College and established at the College for Women.

**Teachers of Academic Subjects:** There are 112 registered in the School of Education who are preparing to teach academic subjects in high school: 21 freshmen, 23 sophomores, 21 juniors, 29 seniors, 11 graduates, 3 irregulars, 4 specials. The men who pursue these courses are four-year students from all parts of the state. The women come chiefly from Raleigh.

When the institution began to train teachers of academic subjects, it conceived its real function to be in the field of science. As the work actually developed, the chief emphasis has been on training in English and history.

**Graduate Work in Education:** The School of Education provides to Raleigh teachers some graduate work in education during the school year, and also during the summer. The enrollments during the academic year are too small to justify the continuance of this work. The local demand could be supplied through the proposed unified extension service.

Somewhat generous provision is made by the School for courses during the summer. Last year 385 attended: 129 men and 256 women. About 50 per cent take courses in education.

Owing to lack of funds, only about \$4,000 is available for the summer term, 1932. The faculty will be informed to this effect and told that their pay will be determined by the fees secured through registration. This is a poor basis on which to conduct the Summer School. The present seems an appropriate time to discontinue the Summer School work in education at Raleigh and to center it at the University and at the North Carolina College for Women, where the equipment is better and where stronger programs can be developed.

**Tentative Recommendations:** The facts which have been presented justify the following tentative recommendations:

1. That the training of teachers of agriculture and industrial arts be discontinued at Raleigh subject to the recommendations made under Chapter II.
2. That the training of commercial teachers and the graduate training of teachers and school officers at Raleigh be discontinued.
3. That the School of Education be transformed into a Department of Education. Through the eliminations suggested in 2 above, the staff could be reduced materially. This Department of Education should be made an integral part of the proposed Division of Education.
4. That the special-methods courses needed be developed through the cooperation of the subject-matter departments concerned and the Department of Education.

### North Carolina College for Women

"The chief purposes of the College originally was to provide instruction for women who expected to enter the public school system of the state."<sup>1</sup> Approximately nine-tenths of its graduates render service in the public or private schools of the state. "For students who may not wish to teach, and who must yet look to their own efforts for a livelihood, instruction is offered in the commercial branches, drawing, industrial art, home economics, nursing, and other subjects, the mastery of which will enable them to become self-supporting."<sup>1</sup>

The registration in the College is 1678 for the present semester, distributed as follows: freshmen, 534; sophomores, 336; juniors, 271; seniors, 296; commercial students who take a one-year non-credit course, 208; special students, 33. The number of students from North Carolina is 1,520 and from out of the state is 158. Approximately one-fourth of the students come from Guilford, the county in which the College is located, and adjacent counties. Otherwise the College has a wide distribution throughout the state, only three counties having no resident student this year. The extent to which the institution is engaged in the preparation of teachers is shown by the fact that of the 296 students who are planning to take degrees in June, 1932, 265 are preparing to teach. Miss Class B. Byrd, alumnae secretary, obtained reports from 94 per cent of the students who were graduated in the ten classes from 1922 to 1931 inclusive. An analysis of these returns showed that in their first year out of college 74.7 per cent of the graduates engaged in some form of teaching. At the time the reports were made, 50 per cent of the graduates were still teaching, regardless of the time when they may have completed their study at the College. The majority of the graduates were engaged in teaching in the elementary schools. These data make obvious the importance of making adequate provision for the professional training of teachers at Greensboro.

**Training of Elementary Teachers:** The first two years of the curriculum include about the same subjects as are required of liberal arts students during the junior-college period. The last two years are devoted largely to fulfilling state requirements for certification. As indicated elsewhere, the survey staff believes the state requirements should be less rigid in order that the Division of Education may be free to carry on progressive revision of its courses for elementary teachers.

Practice teaching is provided in the training school only. Thus far the College has been able to conform to the standards of the American Association of Teachers Colleges with respect to the number of student teachers per teacher. The training-school building has been well planned for practice teaching, demonstrations, and experimentation.

**Training of High-School Teachers:** The training of high-school teachers should be continued at the College. However, the subject-matter requirements as specified by the State Department of Education and the professional requirements as administered by the School of Education are the cause of much criticism and dissatisfaction among the academic departments of the College. On the other hand, the rigid requirement of the psychology depart-

<sup>1</sup> Bulletin of the North Carolina College for Women, XX, No. 3, 23.

<sup>1</sup> Ibid.

ment to the effect that all students must take elementary psychology before they may register for courses in educational psychology irritates the staff of the School of Education. If the state requirements were less rigid, it would be possible for the College to initiate experiments with respect to the types of courses and sequences which are most appropriate in training teachers.

Furthermore, there is considerable dissatisfaction among academic departments relative to special-methods courses. Since these departments should be vitally concerned with both the subject-matter and the professional needs of high-school teachers, provision should be made for the cooperation of all departments concerned in studying the problems involved in training teachers and in formulating curriculums for them.

**Training Teachers of Special Subjects:** The facts relative to the training of teachers of special subjects can be summarized briefly:

1. Twenty or more teachers of music are prepared each year in a well-equipped department. No other state-supported institution in North Carolina has adequate facilities for this type of training.

2. Thirty or more teachers of home economics are prepared annually in a well-organized and well-equipped department. Only one other state-supported institution provides a major in this field. The demand at present is absorbing the product of both institutions, but it would be easily possible to meet all needs in this field through the work at Greensboro.

3. From seventeen to twenty women are prepared annually to direct work in physical education in high schools. No other state-supported institution makes broad provision for the training of women in this field. The material facilities at the College are excellent for this type of work.

4. A curriculum for commercial teachers has been recommended by the faculty. The plan is to correlate this curriculum in part with the curriculum for secretarial workers which has been projected. The only other institution which has announced a curriculum for commercial teachers is State College. There is no provision there for the necessary technical training in some fields.

**Training of Principals and Supervisors:** Prospective supervisors and principals, with but rare exceptions, do not register at the College during the academic year. It is obvious that such students should register where advanced work in education can be provided on a broad basis. Supplementary contact with supervisory problems is also essential. An analysis of the list of courses now offered in education during the academic year shows that no specific provision is made at present for supervisors and other school officers.

**Summer School:** The College provides during the summer a generous program of professional courses for elementary and secondary teachers and a limited sequence for supervisory officers. Thus far the registration has been largely undergraduates. Only sixty-two graduate students registered last summer, distributed among various departments as follows: education, seventeen; English, eleven; French, eight; history, seven; home economics, three; chemistry, one; mathematics, one; Bible, one; library science, eleven. Thus far only thirteen master's degrees have been granted. The wisdom of providing graduate courses for such a small number of students in different departments may be seriously questioned.

Recommendations: The facts presented justify the following tentative recommendations:

1. That the training of high-school teachers be continued at the College. The training of elementary-school teachers should be continued for the present. Provision should be made for a study of the teachers colleges of the state in relation to the whole program of higher education.

2. That the training of teachers of the following special subjects and fields be continued: music, home economics, physical education, and special training in the field of commercial education. This is the only branch of the University where provision need be made for the preparation of elementary-school teachers. This recommendation is subject to the readjustments suggested in Chapter II.

3. That the training of supervisors and school officers be discontinued except as it may be desirable to use the facilities for observation and practice in connection with the development of graduate instruction at Chapel Hill.

4. That the training school reduce materially its activities in training student teachers and develop itself more largely into a demonstration and laboratory school. In order to achieve these ends, arrangements should be made with the school system of Greensboro to provide practice facilities in both elementary and secondary schools.

5. That the School of Education be changed to a Department of Education coordinate with other departments in the College.

6. That instructors in special methods be members of the respective subject-matter departments and of the Department of Education. One of the major responsibilities of each instructor should be to secure the co-operation of both departments in the study of the professional problems involved in his field.

#### General Conclusions

The State Board of Education requires a total of twenty-one semester hours<sup>1</sup> in educational psychology, principles of education, methods and materials of teaching, and practice teaching and observation. In addition the requirements in subject-matter fields are prescribed in great detail—the number of semester hours which must be taken and, in some cases, the particular lines in which the teacher-in-training must be prepared. Certificates issued by the State Department are not general but specify the lines in which teachers may give instruction. This teacher-training program is part of a state-wide plan of organization which is designed to avoid the evils of expanded programs of courses conducted by teachers who themselves have no adequate acquaintance with the subjects in which they are attempting to give instruction.

It is not the function of this survey to deal with the state program of teacher training except as it affects the three state institutions of higher education. The obvious effect of the state requirements on the three state institutions has been to encourage overemphasis on professional courses, to cultivate antagonisms between schools of education and other divisions of the institutions, to hamper progressive experimentation, and, on the whole, to defeat the development of the highest scholarly standards.

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<sup>1</sup> Twenty-four semester hours in the case of elementary-school teachers.

Consultation with the officers of the State Department of Public Instruction indicates that some of the unfavorable consequences of the state plan of certification are due to administration at the institutions and not to the requirements of the State Department. It seems clear, however, that any detailed series of prescriptions, such as are now in force in North Carolina, tends to inhibit wholesome development under the guidance of the state's intellectual leaders.

No program of teacher training in the state can be successful which does not include the constant, direct, and sympathetic participation of the State Department of Public Instruction and of the full faculty of each of the state institutions. No hard-and-fast requirement can be substituted for intelligent cooperation and progressive revision of training programs.

Conditions seem favorable for a general reorganization of the work in education in the state institutions of higher education. The supply of teachers for both secondary schools and elementary schools is now ample, and it is possible to raise standards to a higher level. It will very shortly be possible to require of all elementary-school teachers four years of preparation beyond the high school. In the high school the aim should be to require as soon as possible, certainly within the next five years and possibly earlier, the equivalent of the master's degree.

It is impossible to overemphasize the fact that the establishment of higher standards requires the intelligent cooperation of the intellectual leaders of the state. The belief that competence as a teacher depends entirely on knowledge of subject-matter is still to be found among the members of college faculties in North Carolina. Adherence to this belief has become a matter of academic creed with some who are perhaps reinforced in their attitudes by the separatist policy of schools of education. Experience has justified the Southern Association of Colleges and Secondary Schools and other bodies dealing with educational problems in setting up certain requirements of a strictly professional type. An adjustment of academic requirements and professional requirements can be reached which will be of great advantage to education if ancient prejudices can be laid aside and institutions of higher education can come to recognize the fact that one of their major problems is the training of teachers who will be equipped with the best that the institutions can provide in knowledge of subject matter, knowledge of the educational system, and knowledge of the processes by which learning can be stimulated.

In order to bring about the development of education needed by the state, it is recommended:

1. That a Council representative of the three departments of education be appointed by the President to have under its consideration the possibilities of improvement in the training of teachers and the effective study of education. The latter is an aspect that has been too long neglected in North Carolina. In the opinion of the survey committee it is important that provision be made for this Council, as there is need for a group of persons who shall be studying constantly the needs of the state as a whole in this field.

2. That the Council in charge of the Division of Education be given authority to arrange the details of organization, such as the distribution of courses, within each department of education. This Council should have

power to revise arrangements from time to time as conditions dictate. Especially should this Council determine from time to time which institution shall provide training for teachers of a particular type. In making such determinations the Council should take into account the competence and enthusiasm of special academic departments and should locate the work for teachers of a particular type at that institution where conditions are most favorable. These actions would be subject to approval by the President.

Certain distributions of functions seem so obvious that they can now be recommended explicitly:

- a. Graduate work in education should be centered at Chapel Hill, and there should be developed in this institution a strong department, competent to train the supervisors and administrators of the state, and to serve as the center for investigation of state problems. The University has, to date, failed to take advantage of its opportunities in this field. It should be the state's center for continuous investigations in the field of education, and it should exert a constructive leadership in the development of education in the state.
- b. The branch of the University at Raleigh should be the center at which teachers of agriculture and teachers of the industrial arts are trained to the extent needed by the state, subject to the recommendations in Chapter II.
- c. The training of elementary teachers in the University should be limited to Greensboro, subject to the statement made in connection with the specific recommendations regarding this work in relation to the teachers colleges.
- d. The training of high-school teachers, other than those in agriculture and industrial arts, should be centered either at Chapel Hill or at Greensboro. In some cases it will be legitimate to train high-school teachers in special subjects at both of these institutions. Determining considerations in regard to this last matter should be the competence and enthusiasm for teacher-training on the part of the academic departments concerned.
- e. Training in commercial education, and training in home economics and in music, subject to the recommendations made in Chapter II, should be at Greensboro.
- f. The training of school librarians should probably be located at a single center, and, in view of the developments at Chapel Hill in the newly organized Library School, this seems to be the natural center for such work in the future: It may be desirable to make arrangements for a limited amount of instruction in library science to be offered at Greensboro. This instruction could be given by members of the faculty from Chapel Hill.
- g. Other adjustments in particular fields may properly be left to the President to make, with the advice of the suggested Council.

3. That the summer courses given in the three institutions be reorganized under the supervision of a director of the Summer Session. The concentration of summer classes is certainly desirable. At present there is unfortunate duplication which results in numerous small classes in the three institutions.
4. That the staffs of the several departments of education be reorganized in such a way as to concentrate in the various institutions the members of the faculty necessary to carry on the functions allocated to those institutions. This will undoubtedly result in a material reduction in the educational staff both at Greensboro and at Raleigh.
5. That all courses in methods and materials of teaching be given by staff members who belong both to the local Department of Education and to the academic department concerned.
6. That the State Department of Public Instruction be requested to enter into a conference with the consolidated Division of Education and to use that agency as a laboratory for the continual and progressive revision of the requirements for certification.
7. That all professional requirements in three institutions be reduced at once so as not to exceed eighteen hours.
8. That the Council on Education take steps to canvass the whole problem of professional training with a view to securing the most advantageous coordination of professional requirements with those of academic departments.
9. That the present legislation providing free tuition for teachers-in-training be repealed.
10. That the present arrangement at the North Carolina College for Women with respect to prerequisites in psychology be abandoned, and that the work of this Department be adjusted in accordance with the general principle recommended earlier, namely, that there be a substantial reduction in professional requirements.

## CHAPTER V

### ENGINEERING AND INDUSTRY

The engineering tradition at Chapel Hill may be traced back to the founding of the University in 1795, in the early years as a thin line broken only by the suspension of the institution in the period of reconstruction, and in recent years as a vigorous growth. Before 1890, engineering was only an incidental subject for the A.B. degree. In that year a definite curriculum was established in the Department of Engineering and Mathematics, which was expanded into the Department of Applied Sciences in 1904 and became a distinct school in 1908. The present School of Engineering was created in 1922. Its organization and program show the influence of the Harvard School of Engineering, from which many of its leading professors have been drawn, and include in modified form some of the features of the cooperative plan first introduced at the University of Cincinnati and later modified by the University of Pittsburgh and the Massachusetts Institute of Technology.

The University was recognized in 1867 as the recipient of the state's land-scrip rights under the Morrill Act, but was never able -- or possibly willing -- to carry out its practical intent by establishing "colleges of agriculture and the mechanic arts." As a result of agitation by the agricultural and industrial interests, the University was forced in 1887 to relinquish these rights to a new institution, "The North Carolina College of Agriculture and Mechanic Arts." Certain citizens of Raleigh had previously taken steps to establish by popular subscription an industrial school for "instruction in wood-working, mining metallurgy, practical agriculture, and such other branches of industrial education as may be deemed expedient." The two efforts were merged and the new College was opened at Raleigh in 1889. In 1917, the General Assembly changed the name to "The North Carolina College of Agriculture and Engineering." These brief historical notes may serve as an introduction to the problems faced by North Carolina in the coordination and further development of its programs of higher education in engineering and industry.

Two fairly distinct types of technical education are proposed for the new University system. One prepares for the professional branches of engineering and the other for technical and executive work in specific industries. The two have elements in common and can work to advantage side by side, but the survey committee feels that they should be encouraged to develop along different lines. It therefore recommends that separate divisions be set up, one for engineering and one for industries.

In seeking a plan of organization and of location for these divisions which in the long run will offer the greatest advantage to the state, four major possibilities were considered:

1. To maintain the present schools at Raleigh and at Chapel Hill, but to set up within the University organization such a clear division of aims and of fields that duplication and competition will be reduced to a minimum. This plan has the advantage of expediency, in that it does the least damage to existing loyalties and vested interests, and is therefore

least likely to meet organized opposition. In the Longer perspective, however, the disadvantages seem clearly to outweigh this advantage. If separate schools are maintained, duplication can not be eliminated, either in the engineering or in the scientific departments. The attendant division of resources would make it difficult for either school to reach and to hold a place of the highest rank. An actual division of fields in engineering would be difficult, perhaps impossible, to achieve without a difference of standards. Neither center would willingly accept the lower position in the academic scale. While the actual overlapping between Chapel Hill and Raleigh has been more apparent than real, the need for two engineering schools differing in type will be greatly diminished if a strong school of industries is built up. The two engineering schools are not far enough apart to serve distinct regional areas, and there is no apparent need to provide separately for distinct groups in the population. Considering its resources, the state will undoubtedly be able to build up a stronger organization for technical education in a unified location than it can afford to maintain at two separate centers.

2. To consolidate all technical education at Raleigh. If this plan should be carried out in a thorough-going fashion, Raleigh should also become the principal center of the fundamental scientific departments with which engineering and industry are allied. A less effective alternative, from the viewpoint of the technical divisions, would be to make Chapel Hill the principal center of the scientific departments and to maintain service units of staff and equipment at Raleigh.

The first alternative, with its concentration of scientific facilities and all related professional schools at Raleigh, would leave Chapel Hill as a center of purely humanistic studies, both liberal and professional. This artificial separation of the University would have little to recommend it other than local expediency. Engineering has increasing affinities with law in the field of patents, with economics in its relations to business, with political science in its relations to city planning and administration, and with psychology in its relations to industrial organization and personnel. The limited time available in the technical curricula for humanistic studies adds to the importance of a broadening environment and of personal contacts with other groups of teachers and students.

Weight should also be given to the fact that the present nucleus of organization and personnel at Raleigh, while relatively efficient in its present sphere of work, scarcely affords the foundation for a scientific school of notable rank. The staff includes few men of the first rank, either in point of training or of professional attainments. The scientific equipment is inadequate for work of an advanced grade. In general, the plan of grouping at Raleigh all scientific and technical work at senior levels could not be recommended for piecemeal execution. The process of reorganization would involve conflicts of personal interests and of viewpoints which could scarcely be composed in less than a generation. If the state were in a financial position to carry out a plan of transfer and consolidation on an ample scale at one step, the chances of success would be greatly increased; otherwise, they seem slight. If only the engineering school at Chapel Hill were to be transferred without other measures to strengthen the organization at Raleigh, the immediate result might be little more than a relocation of the portable equipment. Much

of the best research equipment for hydraulic and sanitary engineering is of fixed character and would remain at Chapel Hill. It seems highly probable that the present engineering staff and student body at Chapel Hill would be scattered among other institutions. The Southeast would thus lose its only existing center of postgraduate work in engineering on a genuinely advanced level, for the problematic creation at some future time of an enlarged institute of technology for which the present foundations at Raleigh are inadequate.

If the second alternative were chosen and the scientific departments at Raleigh were maintained at a service level only, the engineering school would certainly not rise above a routine level of excellence, and the proposed Division of Industries would be seriously limited. Postgraduate work of a high order would be impracticable, and little could be attempted in either engineering or industrial research beyond the simpler practical problems. If, on the other hand, the scientific departments should be built up to high levels at both centers, the expensive duplications would offset whatever savings might result from the consolidation of the engineering schools.

3. To consolidate the more general engineering departments at Chapel Hill, and to incorporate the more specialized branches, together with the present Textile School, into a Division of Industries which would remain permanently at Raleigh. Under this plan, courses for the training of teachers of industrial branches would be centered at Raleigh. A junior college could also be maintained at Raleigh to prepare students for the senior divisions at other centers of the University system. Students of engineering could thus take the first two years of their course either at Raleigh or at Chapel Hill but would be concentrated at the latter center for the last two years of their course.

Under this general plan, the principal center of teaching and research in the basic sciences would remain at Chapel Hill. The engineering school would have the advantage of intimate association with these departments. The Division of Industries would in time require scientific facilities beyond those commonly afforded by mere service departments. The same would probably be true of its relations to economics and commerce, and in only a lesser degree to hygiene, medicine, law, and public welfare.

The immediate advantage of this plan lies in the possibility of making effective use of the present buildings and much of the present equipment at Raleigh. The potential disadvantages, however, turn the balance against the plan.

4. To adopt as a policy the ultimate consolidation of all scientific and technical divisions, except at the junior-college level, at Chapel Hill. The obvious intent of the plan is to eliminate all duplications, to minimize all conflicts of interests, to assure the most intimate association of the humanistic, scientific, and technical divisions, and to stimulate the largest degree of cross-fertilization in the intellectual and social life of the new University. Within the financial resources of the state, it is felt that no other plan can assure the best in scientific and technological education, and this is the plan that is recommended.

The grounds for this recommendation are implicit in the discussion of the three other plans considered. Taking the scientific and engineering

departments together, the present foundations at Chapel Hill are more nearly adequate for a plan of consolidation than those at Raleigh. The gradual transfer of personnel and equipment to Chapel Hill involves less risk and difficulty than transfers in the reverse direction. A possible exception may exist in the case of the Textile School. As an alternative to incorporating it into the University at Chapel Hill, the State may wish to consider transferring it to some leading center of the textile industry and expanding it into a specialized textile institute on the order of the institution at Lowell, Massachusetts, or preferably of the famous school at Reutlingen in Germany. The problem of coordinating research for the textile industry at Chapel Hill and practical instruction and development work at some other center does not appear insuperable.

If the general policy recommended in plan 4 is adopted, it should be carried into effect as rapidly as considerations of economy and of expediency will permit. With these ends in view, the following immediate recommendations are made:

1. Regrouping the present departments at Raleigh into separate Divisions of Engineering and of Industries. Suggestion for the set-up of the Division of Industries have already been outlined in the discussion of the third general plan.

2. Placing the engineering work at Chapel Hill and at Raleigh under one coordinating head, with temporary provision for local supervision at each center.

3. Organizing both engineering schools into Departments of Civil, Mechanical, Electrical, and Chemical Engineering, with a professor in charge at each local center and departmental committees on coordination of programs at the two centers.

4. Selection of a director for the Division of Industries. The position would require a man of wide executive experience, broad knowledge of industries, high promotional ability, and ample experience as an organizer and coordinator of educational programs.

5. Appointment of a head for each of the schools included in the Division of Industries.

6. A detailed study looking to the removal of the four general engineering departments from Raleigh to Chapel Hill as soon as adequate laboratory and dormitory accommodations can be provided at the latter center and the present buildings at Raleigh can be transferred to the Division of Industries, to the proposed junior college, or to other uses.

7. A detailed study looking to the provision of effective equipment for the several schools of the Division of Industries. The present Textile School is in need of considerable modernization. The equipment in ceramics is excellent of its kind, but may need to be enlarged if it is to cover inclusively the field of earth products. A school of wood products might take over the present wood shops, but it would need a much more varied equipment.

The consolidation at Chapel Hill of the present engineering laboratories from Raleigh and Chapel Hill would give the new University unusually effective facilities in hydraulic and sanitary engineering, ample facilities in highway engineering and in surveying, and reasonably adequate facilities in structural engineering. The combined equipment in electrical engineering is generous in amount and excellent in quality on

the side of dynamo machinery. On the light current side, which has to do with communications, electronics, and the technology of instruments and controls, it is less ample and needs further development. In view of the state's leading position in the power industry, a greater development in the high-potential field seems desirable. The combined equipment in mechanics and in mechanical engineering would be fairly adequate in the field of heavy materials and of heat power. Further provision might well be made for the lighter tests of materials, including fatigue studies and microscopic examination, also for the study of hydraulic machinery. The present equipment for chemical engineering at the two centers is largely complementary and would require only moderate additions after the consolidation has been effected.

The cooperative plan now in effect at the engineering school at Chapel Hill, under which students spend definite periods in assigned work in industries, appears to have worked well and is worthy to be continued. If this is done, machine shops at Chapel Hill might be used exclusively for laboratory and demonstration purposes rather than for detailed instruction in operations. It would be desirable to make a detailed study of the possible application of the cooperative plan in the proposed Division of Industries before undertaking large-scale additions to its equipment.

The principal capital expense in the consolidation of the engineering departments at Chapel Hill would be for a new building. In round figures, an outlay of from \$300,000 to \$500,000 would be requisite to provide adequate classroom and laboratory space. Assuming that the present total enrollment in engineering and industries is to continue, no saving is to be expected in operating expense. Unit costs, both at Chapel Hill and at Raleigh, are now at the lowest level consistent with educational efficiency. The salaries for senior members of the staff at Chapel Hill are far below the levels for such salaries in comparable institutions in the North and East. The disparity between Raleigh and comparable centers is less pronounced. Personal loyalties may be counted upon to tide over the present economic emergency, but it is only a question of time until the scale of compensation must be greatly increased, or all thought abandoned of placing the technical divisions in a position of outstanding regional leadership. The opportunity to achieve this position is now particularly open and attractive, but it can not be assumed that it will remain so for a long period. Consolidation on the lines suggested in the last plan is believed to offer North Carolina an unequalled opportunity, in view of the present division of educational forces in all the neighboring states.

## CHAPTER VI

### COMMERCE AND BUSINESS EDUCATION

Schools of business administration have been introduced into the curricula of American universities within the past quarter of a century. It is true that the Wharton School of Finance and Commerce was established at the University of Pennsylvania as early as 1888, but the real development in this field of higher education began some twenty years later. Since then the principal universities have introduced curricula in the field of business education. The American Association of Collegiate Schools of Business was organized in 1919 and at present it numbers forty-five in its membership. The fact that these schools are still in their infancy and that the Association has not yet been able to set forth definite standards are of importance in determining the place of such institutions in the plan of higher education in North Carolina.

An explanation of the rapid growth of business schools on the collegiate level is readily found in the changing character of American business and industrial life. The twentieth century has witnessed a complete transformation in business methods and industrial relationships. This change has had a profound effect upon our social institutions. Markets have been expanded, individual plants have increased in size, and financial institutions have taken on new functions. The whole scheme of production and distribution has suddenly become intensely complicated; the development of machinery and the introduction of mass methods of production have made possible an enormous increase in the productive capacity of labor. New industries have arisen which far surpass in size and influence anything that was known but a generation ago.

In respect to these developments the State of North Carolina has not only shared but has been an outstanding example of the dynamic character of our American civilization. This state has not only introduced new types of production but, at the same time, has been converted from a predominantly agricultural community to one in which manufacturing plays a dominant role. It is likely that this industrial development will continue in the future owing to the exceptional resources of the state and the advantages it has in several fields of manufacture.

The state is concerned with the proper direction of these industrial developments in the interests of the community as a whole. The spirit of intense individualism that has guided the early development of American life can not continue to exercise its influence in the face of the great corporate organizations that are at present controlling our economic destinies. It is important, therefore, for the state to insure an infiltration into the officerships of its business concerns of trained men ready to cope with the problems of production and distribution and aware of their social responsibilities. It is for this purpose that business education is supported from public funds.

#### **Levels of Business Training**

The purpose of training in business subjects should be the needs of industry from the viewpoint of the well-being of the state. To the extent that the business interests of the state are able to utilize the resources available

in the most effective way possible consistent with the welfare of its workers, the state may expect to prosper, both in the material well-being and in the culture of its people.

The State of North Carolina has recognized its responsibilities in the training of individuals going into its industries by organizing and supporting several technical schools, including those in agriculture and engineering and one in the techniques of the textile industry. The Textile School was organized in direct response to the needs of an industry that has grown in size and importance in recent years.

Likewise, the state has recently assumed its obligation of training individuals entering the executive field. Formerly, the law school was the sole training-ground of collegiate grade for business. In a society in which techniques are simple and the organization of business enterprise is not complicated, the problems of administration are chiefly legal in character, involving the equities of individuals in commercial transactions. Under such circumstances the law affords the most effective type of training for business administration. In the complicated organization of industry as we find it today, however, administration assumes a role of importance equal to that of the law and is definitely tending to surpass it in significance.

The administration of business enterprise today may be divided into three distinct fields: (1) the legal relationships involved in all commercial transactions, (2) technical processes, and (3) organization and administration. Training for entrance into positions of responsibility in the first of these is provided for in the law school; the second, in the engineering institutions, and the various industrial and trade schools; training in the third field should be supplied by institutions affording instruction in business.

The specific place of the business school in the educational system can be determined only on the basis of an analysis of the occupational levels in business. These may be classified roughly under the following heads: (1) the business owners and investors; (2) salaried major executives; (3) specialists such as accountants, statisticians, economists, etc.; (4) intermediate salaried executives; (5) minor executives; and (6) clerical and routine workers. In this classification there may be seen three fairly definite levels: the upper, the intermediate, and the lower.

These three levels also indicate the proper allocation of training functions among educational institutions. The routine and clerical workers of the lower level can be provided from secondary schools. Those in the upper levels need a breadth of training that can be acquired only in institutions of collegiate grade. Those whose positions fall in the intermediate groups are the subject of special consideration. They do not need as extensive training as do those who will enter into the more responsible executive positions, yet their functions require that they make decisions of greater significance than do persons in positions involving clerical routines. It is possible that in the future special short courses in administration, above the high-school level but not directly connected with the formal university courses, may be found to be the solution of the training problem for this group.

The educational system of the state should provide training for those who are to fit into the business structure according to their individual capacities. It is a waste of state funds to attempt to train individuals for

positions beyond their indicated abilities. Furthermore, it is contrary to the best interests of the individual to attempt to equip him for occupations far above those which he may be expected to fill in later life. The higher administrative positions are bound to be relatively scarce, and the competition for placement will result in a high degree of selection. Only the best-trained and keenest minds can hope to arrive at the top of the administrative ladder. The great bulk of the positions in business will be of the clerical type, and training of a vocational character for these positions will obviously be provided in the secondary schools and those of junior-college level.

One institution with professional standing and a carefully selected student body can meet the needs of the state for training for positions on the higher administrative levels.

#### The Collegiate School of Business

The objective of the collegiate school of business is to train individuals who may be expected ultimately to occupy positions of administrative responsibility. These persons will be making decisions affecting production activities, the marketing of products and services, or the financing of enterprises. They are the ones who will be called upon to determine the policies for the direct utilization of the state's resources. They should be the business leaders of twenty years after graduation. Every state needs individuals at the head of its business enterprises who are equipped to exercise judgment and leadership. The present economic depression gives us a good illustration of the need for better-trained executives.

Although the ultimate objective of a collegiate school of business may be stated in such ambitious terms, it is nevertheless true that its graduates will not be placed immediately in positions of responsibility. Their responsibilities in the first positions held will be very slight indeed. A great part of the equipment of the business leaders must be obtained from practical experience, and a period of apprenticeship must follow the college course. This is not true of business training alone, however. The law schools do not turn out great corporation lawyers or jurists; the medical schools do not place renowned surgeons immediately upon graduation; a great teacher is discovered years after he has received his degree in a college of education. All these institutions are planning their curriculums with the idea of giving a basic training that will be supplemented by experience. In the end it is hoped, however, that the individual will arrive in a place of leadership in his chosen field. The collegiate school of business aims to train for the major executive positions in production, marketing, and finance, and in certain specialized fields such as accounting, statistics, and economics. All those who occupy such positions are called upon to make decisions regarding major policies.

A person who is expected to exercise discretion with respect to determining policies in a highly complex society must be equipped with a broad background. He should have an understanding of the evolutionary character of human institutions. He should know something of the economic structure of the many institutions which play an important part in the business life of the community. He should be able to see beyond the immediate, super-

ficial circumstances in economic phenomena to the fundamental causes of change. He is not a technician, but a formulator of broad policies. His training, therefore, should be of a broad character.

**Curriculum:** The curriculum should provide both professional training in business and a broad theoretical background. There are a few institutions in America that provide for professional training in a condensed form after all the background courses have been completed. This is true of the Graduate Schools of Business Administration at Harvard and Stanford. These institutions could be far removed from arts colleges if proper library resources were available. Most institutions of business education, however, are of the four-year type. North Carolina is best equipped to offer this type of instruction. In a four-year course it is desirable to have the background courses offered concurrently with the professional. It thus becomes convenient to have the work offered on the same campus with a well-organized college of liberal arts. A curriculum organized to meet the needs of North Carolina should include the following:

1. **Tool Courses:** Accounting and statistics are the basic tools of quantitative measurement essential to the analysis of business problems. These subjects, together with elementary courses in economics, should be available at the junior-college level.

2. **Social Sciences:** Emphasis should be placed upon courses in history, political science, and the other social sciences with a view to providing the student with a clear understanding of the relation of business to the more general interests of the community.

3. **Sciences and Mathematics:** Modern business is dependent in a large measure upon science. Chemistry and physics form a background for the development of productive processes and techniques. A student in business should be equipped with some knowledge of these basic sciences as an aid in understanding modern industrial processes. Mathematics is essential as an aid in interpreting the statements of business activities, as quantitative measurements are becoming more important administrative devices. Provision, therefore, should be made for some training in the field of mathematics.

4. **Economics:** Economics, particularly economic theory, is an essential part of the equipment of the trained executive. It is only through a thorough knowledge of economic principles that a person is able to interpret the forces controlling the fluctuations in business activity. Every student in business administration should have a training in economic theory, beyond the principles usually presented in a junior-college course.

5. **Professional Courses:** A business curriculum should provide opportunities for specialization in the several fields of modern business organization: professional accounting, marketing and merchandising, banking and finance, statistics, etc.

6. **Elective Cultural Courses:** The business student's training is not complete unless he has come in contact with disciplines entirely different from those which may contribute directly to success in his occupation. Sufficient leeway should be provided in an organized curriculum to enable the student to elect courses in such subjects as literature, philosophy, and modern languages.

**Laboratory Facilities:** In addition to the courses enumerated above and the library facilities that a first-class university provides, a school of business administration should be so equipped as to afford some laboratory experience in the types of business predominant in the state. Business conditions can not be duplicated in a controlled laboratory such as the physical laboratories in engineering, the clinics in the medical school, or the practice courts in law. A student may come in contact with business conditions only by direct observation of actual concerns. Provision, therefore, should be made for such contacts with business organizations in North Carolina as will provide a proper laboratory training. There are practically no business concerns in Chapel Hill and not a great variety in Raleigh. Good roads, however, make it possible to travel considerable distances to the industrial centers of the state. It is possible to secure the type of laboratory training needed either by frequent visits to commercial, financial, and industrial institutions, or by the introduction of a modified form of the cooperative plan. If the business concerns of the state are interested in contributing to the training of executives, they might aid by entering into a cooperative program with the school.

Several executives of business concerns of North Carolina expressed themselves as being very much interested in the development of an educational program in business-administration. It was evident that they are aware of the needs in this field and are ready to contribute their services in developing a well-organized cooperative program.

Under this plan students would be given work on a full-time basis for varying periods of time during their university course. In this way the student would come in contact with actual business methods before completing his academic work. Such a plan is desirable in that it gives the student some insight into the methods of business operation. It makes him somewhat familiar with business methods and also opens problems that give more reality to the theoretical discussions of the classroom.

**Research:** The fact that the state is becoming more highly industrialized makes the responsibilities of the University in the field of research more important. The state has supported research programs in agriculture for many years. These have had a profound effect upon the agricultural interests of the state. Not only have more scientific methods of farming been introduced, but these research projects have aided in the fields of marketing and financing as well.

As other forms of industry evolve in the economic life of the state, research in these fields becomes essential. Research in technology will, of necessity, be left to the engineering and technical schools. The organization of the productive resources of the state in the interests of the community, however, is of equal importance. North Carolina is in a strategic position for economic leadership in the South. A program of research into the resources of the region is a requisite of a planned economic development. Much is being said at present about the possibilities of economic planning as a basis for national employment stabilization. It may safely be said that little can be expected in the way of a plan of economic control along national lines until more is known about regional conditions.

The United States is divided into certain well-defined economic regions, each with its own distinctive characteristics. A rational plan of development

calls for careful analysis of the facts. It is incumbent upon the organized school of business to ascertain the facts and even formulate sound policies for development. The state should look to its School of Commerce for guidance in this field just as it looks to other divisions of the University for leadership in public health programs and a development of educational policies. As an illustration of the type of research that should be expected in a school of business administration, the following questions may be asked:

1. What are the resources of the state?
2. How may these best be utilized in promoting its welfare?
3. Which industries are growing and may be expected to increase in importance?
4. Which are declining and may be expected to be of less importance in the future?
5. What are the competing conditions in each industry?
6. What are the factors that cause factories to migrate into or out of the region?
7. What markets exist both for raw materials and for finished products of the industries in the region?
8. What constitutes a sound policy of taxation?

It may readily be seen that answers to these questions are of significance to business interests and civic organizations in directing the economic development of the state. The State of North Carolina has relied upon the University to some extent in the past for advice and counsel on some of these questions. Special mention might be made of the services of the School of Commerce in formulating the State's present tax policies. Individually certain members of the staff have also contributed to research in industry. Professor Murchison's treatise on the textile industry is an illustration of the type of work that should be promoted. The point should be emphasized that the state should have available a group of research scholars who are equipped to examine critically the pressing economic problems of the region.

**Faculty Leadership:** A faculty of a professional school should exercise leadership beyond the limits of the classroom. There are many problems in the consideration of which the disinterested opinions of scientifically trained persons are invaluable. As problems arise in industry the business men of the state should feel that they can rely upon the faculty of the school of business administration for advice and counsel. This does not mean that the faculty should ever indulge in propaganda or that they should be financially interested in business concerns. Their attitude should be strictly objective and disinterested. Thus a faculty is able to exercise leadership of the greatest value. It may be said that this type of service has not hitherto been rendered to any great extent by collegiate schools of business in the United States. This situation is doubtless due to the fact that schools have not yet developed sufficiently to warrant the confidence that is necessary for the performance of such service.

Perhaps the best illustration of what is meant in this connection is afforded by the development of the Agricultural Experiment Station and the Agricultural Agent. These institutions have been invaluable to agriculture. There is no reason why the University should not afford the same type of

service in other fields involving the production, marketing, and financing of the industrial products of the state.

### Relative Advantages of Chapel Hill and Raleigh

In the preceding pages the position of a collegiate school of business in the educational system has been considered. This discussion has covered the curriculum, the laboratory facilities, research services, and faculty leadership in the community. The points brought out regarding these factors may be used as a basis for appraising the institutions that are at present located at Chapel Hill and Raleigh.

There is a School of Commerce at the University at Chapel Hill and a School of Science and Business at the College of Agriculture and Engineering at Raleigh. An analysis of their published bulletins indicates that they both have the same objective. Furthermore, they both offer courses in the same subjects. There is apparently a complete duplication in these respects. If one were to base his judgment entirely on the published statements of the two schools, there would be little to choose between them; the consolidation could be effected in one location as well as the other. A closer examination of the facilities afforded for the type of training and services to the state described in the preceding pages, however, does reveal some very striking differences. Comparisons may be made on the basis of the general statement of aims and objectives of a collegiate school of business.

**Curriculum:** Taking first, then, the subject of the curriculum, we may examine the facilities afforded in the two institutions.

1. **Tool Courses:** The two institutions are equally well equipped to give the necessary instruction in accounting, statistics, and the principles of economics, which constitute the basic tool courses in commerce. These subjects are offered in the first and second years and can be provided in any first-class junior college.

2. **Social Sciences:** The departments affording instruction in history, political science, and other social sciences are better equipped at Chapel Hill than at Raleigh. Furthermore, in the consolidation of these institutions work in these fields will be further concentrated at Chapel Hill.

3. **Sciences and Mathematics:** The two institutions afford essentially the same opportunities for instruction in the basic sciences and mathematics. From this standpoint there can be little to choose between the two locations.

4. **Economics:** Economics forms the essential background of all the work in business. It would be extremely unfortunate to separate the technical courses in business from the general advanced courses in economics. Furthermore, it is desirable that members of the staff in economics should be called upon to give instruction in some of the more technical subjects. It is, therefore, of utmost importance that the School of Commerce should be located in the same place as the Department of Economics and that the two should be under the same administrative control.

There are several reasons why the Department of Economics should be retained at Chapel Hill. Since this is one of the important fields of social science, it is necessary to have a well-organized department of economics in a liberal arts college. The Department of Economics is a service division offering courses to students specializing in other fields. These relationships

have been developed to a high degree at Chapel Hill. Courses in economics are offered to students specializing in law, education, and the several specialties in the Liberal Arts College. It would be impossible to transfer the economics work to another location and still maintain the same quality of instruction in other divisions of the University.

The economics department also offers graduate work both to those majoring in this field and as supplementary work to students majoring in other subjects. As a service department for the Graduate School, it would necessarily be maintained on the same campus with other graduate departments. Furthermore, the library facilities in economics have been developed at Chapel Hill. Superior work in advanced undergraduate courses and in the Graduate School is dependent upon adequate reference materials. It should be assumed, therefore, that the service functions of the economics department should be retained at Chapel Hill.

5. Professional Courses: Both institutions are at present offering a rather wide variety of technical courses in accounting, marketing, and finance. If the facilities for this type of instruction were considered separately from the other parts of the curriculum, the institution could be located in either place. It is desirable, however, as mentioned above, that some of the members of the faculty in economics be called upon to offer courses of a technical sort. The professional courses therefore, should preferably be conducted on the same campus as the courses in economics.

6. Elective Cultural Courses: The College of Liberal Arts at Chapel Hill affords the largest opportunity for a broad selection of the cultural courses that are desirable in rounding out the commerce student's curriculum.

In weighing the significance of the various elements in the commerce curriculum, it may be seen that the facilities at Chapel Hill surpass those at Raleigh and that, therefore, it is desirable to concentrate instruction in business at Chapel Hill.

Laboratory Facilities: The laboratory facilities in the two locations are essentially the same. It is true that Raleigh is a larger city and therefore affords somewhat more in the way of business activity. The distances, however, are not very great and the means of transportation are such that Chapel Hill does not suffer because of its size. Furthermore, the city of Durham is near enough to Chapel Hill to afford practically as convenient a laboratory as do the business institutions of Raleigh. In other words, the students can be given essentially the same type of laboratory experience in either location.

Research: Chapel Hill offers greater opportunities for research of the type suggested than may be found at Raleigh. The library has accumulated a vast amount of material in the field of economics that is invaluable in conducting research projects.

Faculty Leadership: It is not the function of this commission to consider in detail the personal qualifications of the faculties of the institutions being examined. It may be assumed that if the schools at Raleigh and Chapel Hill are consolidated, the promising men on the faculties of both institutions will be retained. The members of the teaching staffs may be considered as mobile factors in the consolidated program. Savings and economies resulting from the elimination of duplications can be applied to

the development of a faculty personnel second to none in the United States.

This statement should not be taken as a criticism of the existing faculties. There are several outstanding men on the staffs of the existing schools. Some of these have turned out work that has had a far-reaching influence. The faculties of both institutions are made up largely of young men who are developing in their respective fields. As the institutions grow older, the average age of the members of their teaching and research staffs will tend to increase. A constructive policy would provide for retaining those who had demonstrated most clearly a capacity to exercise the type of leadership desired, in order to avoid the consequences that would result from merely allowing an aging process to mature the staff.

There are several members of the present staff who should be retained in spite of the competition for their services that will soon be manifest. Some of them have published materials in recent years that have added materially to their reputations and have attracted the attention of other institutions. From the long-time point of view, it will be desirable to pick out a group of well-trained and promising members of the present faculty as a nucleus for the development of the instructional and research staff of the future. These men should be expected to formulate the broad policies and to exercise the influence necessary for the molding of the institution.

Some members of the faculty have had business experience, although the majority have not. Some provision should be made whereby members of the staff of the School of Commerce could secure direct, first-hand contacts with business organizations. This, perhaps, may best be provided by encouraging members of the staff to secure employment in business during their leaves of absence from the University.

### Student Body

If the two schools should be consolidated and located at Chapel Hill, the question would arise as to the effect of such movement upon the enrollment. Would the number of students seeking admission to the consolidated school be equal to the sum of the enrollment in the two existing schools? One can only speculate on the answer to this question. It is quite likely, however, that a number of the students now attending the State College in Raleigh would not enroll at Chapel Hill. As a matter of fact, it might be desirable to limit the number of registrants in accordance with the demonstrated need of the state for graduates in business administration.

The standards for admission would in some measure serve as a bar to a great influx of students. While it has been impossible to conduct a thorough examination of the present student bodies, some data were obtained pertaining to the make-up of the enrollments in the two institutions. As regards geographical distribution, so far as could be seen from the registration statistics there is very little difference in the sources of the student bodies. Naturally there are more students giving their home address as Raleigh at the State College, but those who register from outlying points are rather widely distributed among both the student bodies.

An attempt was also made to determine the source of students with respect to their economic backgrounds. Not enough information was available to make possible any broad generalization. From what data were available, however, it appeared that both institutions draw from the same

type of home. There are included among the parents of students business men, professional men, farmers, and laborers.

Further information on this question was supplied from the statistics regarding standard deviations on the high-school tests of students entering the commerce and business administration courses in the two institutions. These tables are given in an appended statement (Appendix C). It appears from these reports that the scholastic standing of the students entering the University at Chapel Hill is somewhat higher than that of the students entering the State College at Raleigh. There is, therefore, some reason for assuming that there has been in the past some degree of selectivity in the student bodies.

#### Instruction at the Intermediate Level

There are many young men and women who desire some instruction of collegiate grade who are clearly unable to qualify for administrative positions at the higher levels. A great many of these individuals are at present endeavoring to complete the regular four-year courses in business. This situation is evident not only in the institutions of North Carolina, but in practically every other four-year school. As was stated earlier in this report, the cost of carrying these students is a needless waste of public funds and the futile effort is detrimental to the best interests of the individuals themselves.

A possible alternative procedure to that of encouraging these students to attempt to complete a regular four-year course would be to organize special vocational courses terminating in a much shorter period. These would lead to specific positions in the business concerns of the state, including positions as salesmen and clerks, classified civil service positions at the intermediate levels, and some of the bookkeeping and office practice positions.

In accordance with the suggestions made in Chapter II for placing the institution at Raleigh on a junior college basis, it might be desirable to plan courses for these specialized occupations at the intermediate level. In this case the courses in business at Raleigh would become strictly vocational in character. The work should be designed to meet the needs of those students who have completed high school but who should not be encouraged to attempt a four-year college course. This plan, however, should not be introduced until after a thorough-going study has been made of the needs of the state for individuals trained in these intermediate, specialized occupations and also the type of training needed to equip students for such positions.

#### Training for Commercial Teachers

The qualifications for commercial teachers in North Carolina are set forth in Educational Publication No. 138 of the State Board of Education. The requirements include, in addition to the general requirements for the high-school certificate, the completion of forty-five semester hours in commerce, including stenography, typewriting, bookkeeping, and office management. In present-day secondary commercial education, emphasis is placed upon the clerical techniques. Undoubtedly commerce courses in high schools will continue to specialize in such subjects as stenography, typewriting and bookkeeping. There is little else in the business administration field that

lends itself to teaching at the high-school level. It is therefore unlikely that any great changes in the curriculum for teacher training will be effected in the near future. Furthermore, it is likely that most of the commercial teaching positions will continue to be held by women. This one reason for developing the course in commercial education at the Women's College at Greensboro.

The courses arranged for commercial teachers are also needed in the development of a secretarial science curriculum. This field is also practically preempted by women. The secretarial courses, therefore, might well be maintained at Greensboro. In the secretarial course it is desirable to include several other subjects in the field of economics and business. These additional subjects, however, could be provided either by transporting the students to Chapel Hill and enrolling them in the general courses offered there, or by designating a professor from Chapel Hill to teach one or two days a week at Greensboro. Except for this supplementary requirement for the students in secretarial science, practically no additional staff, beyond that in the present economics department, would be needed to develop the work in commercial education and secretarial science.

It would be necessary, however, to develop further the instruction in shorthand and typewriting. This work is now being given as a side interest by the college treasurer. A full-time instructor should be obtained to develop this work on an adequate basis.

There is appended to this report a statement of a program of secretarial courses that could be introduced at the College for Women, which would meet the state teaching requirements in education and also would not require additions to the staff of the College (Appendix D).

#### **Economics and Business Courses at Raleigh**

The curriculums in agriculture and in the technical fields at Raleigh would still require instruction in economics and business, though the work in commerce should be moved to Chapel Hill. The needs of students in these fields, however, for courses in economics and business are quite modest as compared with the present available offerings. The Department of Agricultural Economics now offers most of the work in general economics that would be needed. In addition to the present offerings, provision should be made for courses in the principles of accounting, in cost accounting, and perhaps one in production management and one in marketing organization. The number of subjects, therefore, that should be offered is limited. To the extent that students require other courses beyond this rather restricted program, it would be possible to require them to attend classes at Chapel Hill, or faculty members from Chapel Hill could give work at Raleigh.

#### **Coordination of Business Training**

It is recommended that the work in business and economics at Raleigh in the future be organized primarily as service courses. This, of course, is exclusive of the work in agricultural economics, which should be carried on in the future just as it is at present, subject to the recommendations made in Chapter II. All the specialized and professional work in commerce and administration will thus be restricted to the School of Commerce at

Chapel Hill. Consideration should be given to the possibility of developing less-than-four-year courses of a specialized vocational character at Raleigh as previously indicated under Instruction at the Intermediate Level.

### Significance of Physical Separation

The physical plants at Raleigh and Chapel Hill are approximately thirty miles apart. The campus at Greensboro is about fifty miles from Chapel Hill. There are excellent roads connecting these campuses which enable a person to make the trip in a relatively short time. The location of a consolidated School of Commerce at Chapel Hill would not seriously inconvenience students at the other institutions who desired to take specialized work in that field. If the demand for special work should be somewhat limited, the students could be transported economically to the class. If, on the other hand, a rather large group of students demanded a special course, it would be more economical to ask the professor in charge to conduct a section of his class on the other campus. The savings effected by the elimination of needless duplication would far outweigh the incidental costs involved in transporting either the students or the faculty.

### Possible Savings as a Result of Consolidation

It would be difficult to estimate the extent of savings that might be effected by consolidation. Probably the immediate savings would not be very great. The total salary budget in commerce for Chapel Hill, as of March 1, 1932, is \$49,456, while that for Raleigh is \$29,034. Obviously it would be impossible to save even a major part of the Raleigh budget by consolidation. It would be necessary to increase the personnel of the staff at Chapel Hill and at the same time it would be necessary to retain at Raleigh a few members of the staff in order to give the service courses that would be required. The money savings, therefore, would not be evidenced immediately, but would result from a better coordination of the work in the future and would become clearly evident as expansions were made.

Some savings would be made possible by increasing the class sizes, enabling one staff member to give instruction to a larger number of students. There are now on the combined staffs of the two institutions twenty-five teaching members and three student assistants. A careful study of the course offerings and possibilities for increasing class size would determine the number of staff members necessary on a consolidated program. It seems reasonable to assume that the work could be carried on effectively with a smaller number on the consolidated staff than are at present employed in the two institutions.

### Summary of Recommendations

The following are the specific recommendations contained in this report:

1. There should be one institution for training in business at the higher level.
2. The standards of the institution should be of the highest rank, both in the selection of the student body and in the type of faculty personnel.
3. The School of Commerce should be located at Chapel Hill. This recommendation is based upon the following considerations:

- a. The facilities for affording a broad curriculum are better than at Raleigh.
  - b. The research facilities are more adequate.
  - c. The service aspects of the Department of Economics and the School of Commerce require a specific program at Chapel Hill, regardless of the location of the School of Commerce.
4. The courses in commercial education and secretarial science should be located at Greensboro.
5. The possibility of adopting a plan of business training at the intermediate level, for those students who are not adapted to the complete four-year program but would be benefited by a shorter intensive training course, should be considered.
6. The present arrangement at Chapel Hill, by which business administration and economics are combined under one head, should be continued.

## CHAPTER VII

### ADULT EDUCATION

#### **Certain General Considerations**

The growth of non-campus instructions in North Carolina has been greatest during the decade 1920-30. There has arisen a recognition of the desirability of state-provided facilities for study—variously termed university or college extension, extra-mural work, and adult education—for a large section of the population which otherwise would have no direct contact with the institutions of higher learning within the state. In addition to the State University, the College for Women, and the State College, other state and private institutions have dipped lightly into the field until at present the people of the state are offered a wide variety of subject-matter choices, with a corresponding variety in the quality of work offered, a variance in the rates charged for such service, and with differing policies on such questions as college credit for work performed, fees charged, remuneration to instructors, etc.

While there has been no central coordinated plan for the state, still instances of overlapping and wasteful competition among the three large state institutions chiefly under examination here have been rare. This is the result of an admirable spirit of cooperation among the three extension units, supplemented by frequent conferences on the part of the directing heads. It may be said flatly that there is no duplication of effort within given geographical areas. The only instances in which classes have been offered by one institution in territory primarily served by another, are those in which the subject matter requested could not conveniently be supplied by the latter institution. North Carolina is to be congratulated upon this division of the load; direct cooperation in extension instruction has been a forerunner of the plan for the new University.

Unfortunately, similar avoidance of duplication has not always been possible so far as the private institutions offering extension work have been concerned. Not only have there been duplication and competition, but at least one college is now offering extension class work on a competitive basis—a particularly dangerous situation since the work, which is offered for credit, has been popularized to such an extent that the quality of instruction given is open to question.

The formation in 1930 of the North Carolina Association of College Extension Representatives, with five standard colleges participating in addition to the three major state institutions, is a step in the direction of avoidance of future difficulties. The eight members of this Association have adopted the standards governing extension credit courses outlined by the National University Extension Association, of which the University of North Carolina is a member. Avoidance of duplication is one of the avowed purposes of this Association. Its hand is further strengthened by its representation on the Committee on Extension Work of the North Carolina College Conference. This Conference concerns itself with the scholastic standards of extension work offered for college credit, including such matters as character and content of courses, conditions of admission, examinations, salaries, teaching load, certification of teachers, etc.

In any coordinated plan of extension instruction for the state, it will be well to bear in mind the desirability, if not the necessity, of having the private colleges affiliated. In this connection, consideration should be given to the probability that Duke University eventually will feel called to enter this sphere of activity and that its faculty, particularly in certain of the professional fields, will provide an admirable additional reservoir upon which to draw for the instructional needs of the adult population. Again, of the three state teachers colleges two are already offering extra-mural work by correspondence, and all three should be considered as potential participants in such a plan.

Consideration of any coordinated state plan for extension service is based on the assumption that adult education facilities will be maintained in part at state expense. The North Carolina practice in this regard, while liberal, is not by any means unique, since elaborate services are maintained in many states, notably in California, Wisconsin, and Minnesota. Of the Southern states, North Carolina, Virginia, and Texas have the most complete systems; and each, it should be stated, has insisted upon relatively high standards.

Any attempt to forecast the future development of adult education within a state must take into account the agencies, local in scope, upon which the responsibility for the effort may be expected to rest. A state-wide system of university extension is at best a supplementary service; local initiative and local facilities must play the leading part. Nevertheless the state must look forward to the expansion and improvement of all state-wide activities which will contribute to the achievement of its purpose, an enlightened populace. It is false economy for a state to disregard its duty in this respect. Failure to maintain, improve, and expand, through proper financial support, a potent series of agencies making for good citizenship results in a lowered quality of citizenship. The consequent loss to the state in constructing and maintaining remedial agencies far exceeds the outlay for adult education as a preventive and a prophylactic, to say nothing of the increased happiness, prosperity, and usefulness of the recipients of such education. To state the case extremely, the state must make its choice, in behalf of its populace, between expenditures for educators and expenditures for penologists.

The local agencies which will be most concerned with adult education in the future are three in number: the school, the library, and the church. In the northern and middle western portions of the United States, the use of the churches for secular education, under the control of educational authority is increasing, as the churches come to realize the desirability of such a program. That this trend will spread to the South seems inevitable, although efforts at education in the churches of this part of the country have met with difficulties in the form of ecclesiastical censorship of the instructional materials offered. Libraries in North Carolina provide some local means of assistance to education for adults, although the libraries are too few in number and inadequately equipped as to auditoriums, etc., for any extensive participation. Their future availability, along with the churches, as local bases for community efforts should not be overlooked.

With their steady improvement in plants and equipment, the public schools seem to be the most likely and hospitable base for much of the adult

effort. North Carolina's pride in her school investments should not be limited to a visualization of their use for children only. There is no finer social center in a community than the smoothly functioning, efficiently administered public school. Particularly is this true as consolidation increasingly results in improved schoolhouse facilities. Auditoriums, recreation equipment, gymnasiums, and virtually all the paraphernalia of the modern school are usable by the parents and friends of children, as well as by children themselves. And in most cases, these plants lie idle during more hours of the week than they are in use. Afternoon, evening, and week-end schools for adults are more than possibilities—they are strong probabilities; and, in fact, they already exist in many communities, notably in California. The increased expense is slight, and the financial outlay is willingly borne by the community as soon as it becomes familiar with the benefits to be enjoyed. The school center as a medium for the social expression of a community is an important factor to be reckoned with in North Carolina. The excellent work with adults done by Mrs. Elizabeth C. Morrissey and her associates in the public schools of Buncombe County is an indication of the extent to which such programs are acceptable to the public. But there is opportunity to extend this idea far beyond the needs of the educationally handicapped, for the need is felt all the more keenly by the so-called "educated."

It would be the height of folly to outline a plan for state-wide extension service without providing for the fullest and heartiest cooperation of the school authority. The State Superintendent of Public Instruction should be at the heart and center of any such development.

It may be alleged that the consideration, at a time of financial depression and enforced economy, of any such larger program as has here been partially outlined is unwise. Our economic history, however, indicates that the depression will pass and that, after an uncertain and difficult period, progress, particularly in education, will return. It should be the function of such a report as this to assist in wise planning for the efficient and economical use of state and local agencies when normal conditions have reappeared. A properly coordinated state plan, which has not heretofore existed, will prevent much duplication of effort and waste of the taxpayers' money in the long run.

The sections which immediately follow deal with the extent and character of extension offerings now available in North Carolina, together with a brief description of the machinery in existence necessary to supply the needs of these services, certain comment on the administrative and financial problems which they involve, and certain suggestions as to their development. An attempt has been made to avoid unnecessary detail, and little effort has been made to enlarge upon the high importance to the people of the state of all parts of the program now in operation.

#### **University of North Carolina**

The extension offerings of the University of North Carolina may be classified roughly under three headings: extension classes, correspondence work, and special activities. The latter include the widely used Extension Library Service and the considerable group of services to schools. Since the establishment of the extension work in 1912 (and its subsequent re-

organization in 1921) the University has appropriated for these activities annual sums varying from \$600 (in 1912-13) to \$66,111 (in 1928-29). The following table indicates the amounts received from appropriations and from fees, with the percentage of self-support, since the reorganization of the Extension Bureau into an Extension Division in 1921.

**TABLE III**  
EXPENDITURES FOR EXTENSION BY THE UNIVERSITY

Year	Extension Appropriation	Extension Income	Percentage Self-supporting*
1920-21	\$20,164.72	\$ 4,538.14	21.5%
1921-22	28,250.00	6,086.48	17.2%
1922-23	31,715.89	16,728.74	33.8%
1923-24	53,225.00	30,118.14	37.8%
1924-25	57,225.00	49,710.78	46.8%
1925-26	53,646.00	60,341.50	51.9%
1926-27	63,975.00	63,489.04	49.2%
1927-28	64,477.00	67,178.52	51.0%
1928-29	66,111.00	62,926.00	49.7%
1929-30	60,028.00	65,541.76	57.4%
1930-31	52,000.00†	65,827.75	56.6%
1931-32	41,000.00‡	-----	-----

\* Based on actual expenditures

† Amount appropriated; amount used, \$50,353.10.

‡ Appropriation reduced to \$28,000.00.

Table III clearly indicates that individual citizens have been able and willing to expend dollar for dollar with the state in the furtherance of their own education. Increased University appropriations have in every case brought about corresponding increases in income from student fees, and the University has thus been able to conduct for the direct benefit of North Carolina citizens a \$125,000-a-year enterprise for an annual expenditure of about half that amount from state funds.

The expenditure of the annual gross sum available has been approximately as follows: for class instruction, 32 per cent; for correspondence instruction, 30 per cent; for the extension library, 10 per cent; for high-school activities, 5 per cent; for lectures and short courses, 3 per cent; for the Bureau of Municipal Government, 2 per cent; for organization and administration, 18 per cent.

In the field of class instruction, the three chief items of expenditure are for salaries and fees to instructors, 21 per cent; for travel and subsistence of instructors and organizers, 7 per cent; and for books, 2 per cent. The percentage given in each case is of the total amount expended for extension instruction, not of the amount expended for class instruction alone.

Percentages similarly arrived at for correspondence instruction are: 20 per cent for salaries and fees to instructors, 4.5 per cent for books, and 2.5 per cent for postage.

In the extension library, the chief item percentages of the total amount for extension are 6.5 per cent for administrative salaries and wages, and 1.5 per cent each for books and for postage. Of the total, 4 per cent are spent for salaries and direction in the work in high-school debating and athletics, 3 per cent for salaries in the Bureau of Lectures and Short Courses, and 2 per cent for salaries in the Bureau of Municipal Government. The work in visual instruction is carried on with a budget of \$55—less than 1/20 of 1 per cent of the total expended for extension at the University.

The general administrative allocation of 18 per cent is divided into 11 per cent for salaries, fees, and wages; 4.5 per cent for publications; with the remaining 2.5 per cent distributed among supplies, equipment, postage, motor vehicle upkeep, repairs, and the like.

To generalize from these figures: about 60 per cent of the total are expended upon class and correspondence instruction, which are the chief revenue-producing activities. The special activities take an additional 20 to 25 per cent, chief among them being the highly important Extension Library Service. The figure of 18 per cent for administrative overhead is misleading, in that 4.5 per cent should be deducted for the publications program of the Division. The resultant 13.5 per cent for administration is modest, particularly when it is borne in mind that the central administrative staff is called upon not only to maintain its own business office and supervisory service, but to render various general university services, including the editorial supervision that ordinarily would be made chargeable to a university press.

Measuring the expenditures against the income derived from activities, bureau by bureau, it is found that class instruction pay 72 per cent of its own way; correspondence instruction, 84 per cent; the extension library, 54 per cent; lectures, 4 per cent; high-school debating, 13 per cent; and community drama, 51 per cent. These percentages are not weighted for administrative overhead. Reference will be made to them in the discussion of each activity.

**Class Instruction:** During the year 1930-31, when it may be considered that the Extension Division was carrying a normal load, the University of North Carolina conducted extension classes in 39 communities, the total number of classes organized being 137. In these classes 1,183 individuals participated, making a total of 3,203 course registration. The corresponding figures for 1931-32 (estimated) are 21 centers, 88 classes, 900 individuals, and 1,510 registrations. The indicated drop of 50 per cent is attributable to the curtailment in the University appropriation for this purpose and the corresponding curtailment in fees received, to the suspension of the rule requiring renewal of teachers' certificates by the State Board of Education, and to the general effect of the economic depression upon individual incomes. The question of teacher certification is particularly pertinent, since from 85 to 90 percent of those enrolling in these classes from year to year are teachers, who utilize the University Extension Division to meet the state's requirements for continued study.

Geographically, the spread of this work is from Madison and Haywood counties in the west to Pasquotank and Beaufort counties in the east, from Caswell and Person counties in the north to Columbus and New

Hanover counties in the extreme south. The University has evidently felt the obligation to meet demands in outlying centers quite aside from the question either of free income or of travel economy. The average distance of an extension class from Chapel Hill is 141 miles, though actually this figure has been materially reduced through the employment of full-time extension instructors who reside in those territories which they particularly serve.

It should be stated that none of these classes is geographically situated within an area which either of the other state institutions is prepared to serve. Roughly, the College for Women serves northwestern North Carolina; the State College operates in the southeastern portion of the state. It has been the duty of the University to serve all other areas in which a demand might be expressed.

The fee charge by the University for the usual two-unit course is \$10. The average enrollment is from twelve to fifteen individuals to a class, a decrease from the standard of two years ago, when from twenty to twenty-five constituted the average registration.

The subjects offered in the past two years, arranged according to number of registrations, are: education (by far the heaviest enrollment); sociology, social science, and rural social economics (less than half the enrollment in education); natural science, including geology (slightly less than in the social subjects); music and the fine arts; physical education; library science; psychology; history; accounting; life insurance; economics; and botany. Mention should also be made of the postgraduate medical courses offered through the Extension Division during the eight years ending in 1928, in which a total of 905 doctors were enrolled in classes held in forty-four centers.

The instructional load in extension classes is now being carried by eight full-time extension instructors, six of whom are members of the faculty of the School of Education but without campus teaching duties. These instructors are teaching all the extension classes offered with the exception of one course. In normal years, it has been the practice to utilize, in addition, eight to ten instructors from the regular faculty in Chapel Hill, who conduct their extension work as a marginal activity.

All, or nearly all, of those taking extension class work are enrolled for college credit. The University at present is conducting only one non-credit course, for a group of clubwomen. The administrative costs, therefore, of handling this group are relatively high, since record-handling, certification, etc., assume importance.

Full-time instructors are remunerated on a salary basis commensurate with their rank in the faculty of the School of Education. The range is from \$1,800.00 to \$4,000.00 -- evidence of the University's intention to maintain high instructional quality off the campus as well as on. Regular members of the campus faculty are recompensed for extension work on a graduated scale, applied according to rank and modified according to the amount of travel involved. The average remuneration works out at about \$9.00 for each class meeting of one hour and forty-five minutes, travel and subsistence being furnished by the Extension Division. The allowance for travel was formerly six cents a mile and was recently cut to five.

The bureau of class instruction is well organized and efficiently operated. Relations with the faculty of the School of Education are excellent. The standards of work are high, examinations are carefully conducted, and course contents are constantly checked. Since those enrolling have a definite vocational objective, usually directly connected with certification and salary increases, it would seem that the University is justified in its practice of relying upon student fees to pay 72 per cent of the cost of this activity. It would be a doubtful policy further to limit, as an emergency measure of economy, the Extension Division's freedom to respond to demands for class service. The effect would soon be felt in the teaching staffs of the public schools, particularly in the outlying districts where teacher-instruction is most needed.

It is unfortunate that the University is not now reaching through its classes a larger proportion of the non-teacher element in the state. Attempts to organize non-credit classes have not been successful in the past few years. It is to be suspected that the offerings made have too closely paralleled campus course offerings. If classes dealing with contemporary subjects -- such, for instance, as the current economic depression, international relations, disarmament, etc. -- were offered and backed by skillful publicity and energetic organizational attack, a new clientele could be built up. Classes for teachers are important, but they merely scratch the surface of the adult field to be cultivated. There would seem to be much room in North Carolina for the development of informal, non-credit, supervised discussion classes. The advantages of bringing members of the faculty into contact with the people in the consideration of present-day problems are obvious.

The employment of full-time extension instructors to meet the expressed needs of the school-teachers may perhaps be justified, but it has grave disadvantages. While it may be argued that such instructors develop a technique for teaching adults and while it may be convenient and economical to locate them in remote portions of the state, still the fact remains that funds will not permit (even if it were advisable) the creation of a complete faculty of extension adequate to meet the needs of a growing state. A small staff of full-time instructors will consist necessarily of specialists, who either will not undertake to teach the variety of courses demanded or will attempt to do so and spread themselves thin in the process. The University might well consider the retention of two, or possibly three, such extension instructorships for the economical service of outlying districts; but it would be well frequently to locate these individuals at Chapel Hill for a period of campus teaching. University extension should be a veritable effort to bring the University to the people. A small specialized staff will not accomplish this purpose. A careful study of the financial advantages of full-time and part-time instructional staffs should be made. It is probable that a part-time arrangement, modified as suggested above, will be found advantageous.

Efforts should be made, in any coordinated state extension plan, to cut down the travel necessitated by extension classes. Enlargement of the "spheres of influence" of the College for Women and of State College, when those institutions are conducting extension work as a part of the University program, will be desirable. Again, through affiliation agreements, members of the faculties of the fifteen private institutions should

be enlisted for the extension program, with consequent reduction of the mileage problem.

The fee charged by the University—\$10.00 for a "half-course"—is not exorbitant. The fee charged by the College for Women is fixed at the same amount, but that of State College is appreciably lower, \$7.50. It goes without saying that the fee should be uniform. Consideration should be given to the desirability, in a time of money scarcity, of fixing the fee at the rate that will bring the greatest enrollment. The figure of \$7.50 is probably too low; that of \$10.00 is probably too high. Study and experimentation by the Director of Extension and the Associate Directors should answer the question.

The University extension enrollments by classes are far too small. It is uneconomical and wrong that a University instructor should travel many miles to meet a class of twelve or thirteen persons. The theoretical minimum of fifteen should be raised at least to twenty, and possibly to twenty-five or thirty. If the larger number is not forthcoming, the class should not be attempted. The abandonment of the plan of full-time instructors will strengthen the Division's resistance against classes of insufficient size, since there is constant temptation to keep full-time instructors busy with classes whose enrollment does not justify the effort involved. There is ample proof at hand, in recent studies of college teaching at the University of Minnesota, that student success is as great in large classes as in small. The aim of the extension organizer should be a group of fifty or sixty rather than twenty. With an abundance of good roads in North Carolina, he should not allow enrollments to be limited to the city or town selected as the location for the class. The lower fee suggested above becomes a definite possibility when plans are made for much larger groups.

**Correspondence Instruction:** The Extension Division operates a Bureau of Correspondence Instruction, in which 1,400 individuals (a decrease of about 240 from the enrollment of the preceding year) are registered in about 150 courses. The total number of course registrations is 1,993 (a decrease of about 400 as compared with the preceding year). Of these students, 80 per cent are residents of the state, and approximately 60 per cent are teachers. Most of the remaining 40 per cent are working for credit toward a degree, and are largely former college students who for a variety of reasons have had to suspend their regular courses. Only 3 per cent of the present registrants are not enrolled for credit. All the courses offered carry credit, with the exception of accounting and investments and certain normal-school courses which are gradually being discontinued. The largest registrations are in education, 582; sociology, 277; English, 265; history, 224; and economics, 102. Other offerings include, in order of registration totals, normal-school courses; rural economics; government; mathematics; French; Spanish; social science; music; geology; chemistry; German; natural science; and psychology.

The Bureau shows 74 per cent of course completions, a very high record in a field where "mortality" after a few assignments is expected.

Residents of North Carolina pay \$13.50 for a full (double) course of from twenty-five to twenty-seven assignments. Such a course carries three and one-third units of credit. Non-residents pay \$17.00 for the same courses. Single (half) courses of fifteen or sixteen assignments are

charged for at the rate of \$8.00 for residents and \$10.00 for non-residents. The rate schedule will be seen to be about 20 per cent less than that in effect for extension class work. This relation between charges for the two types of work is reasonable and fair. Correspondence registrants reside in every county of North Carolina, in twenty-five other states, and one territory. Non-residents of the state should be required to pay the full cost of their instruction by correspondence, plus overhead charges. An increase of the present fee of \$10.00 to \$12.00 per course, or 20 per cent, would seem to be justified.

Correspondence instruction normally pays 84 per cent of its costs of maintenance. Instructors, who are members of the resident faculty, most of them of professional grade, receive in normal years a fee of \$40 for writing a full course and \$25 for a half-course. They receive 30 cents for each paper corrected. All these amounts have been cut 10 per cent in the present year and are subject to further reductions.

The quality of this work performed is high. Much care is taken by the instructors to make their marginal and other comments explicit and helpful. It is not uncommon for an instructor to spend as much as an hour in the correction of a single paper. Comprehensive examinations are conducted, and the marking is rigid. There is no evidence whatsoever of a lowering of University standards in this work. Correspondence courses as conducted by the University of North Carolina are difficult, and the student performs more work than in parallel courses in classes either on or off the campus.

The fees charged are reasonable and in consonance with the best practice in other state university home-study departments. The element of desire for vocational advancement on the part of the individual enters here, as in class work, and would seem to justify the University in contributing only 16 per cent of the cost.

The University might well try the experiment, particularly in certain of its outlying districts where class work is unduly expensive, of conducting combination correspondence and class courses. Groups of correspondence students elsewhere have been assembled in conference with an instructor at stated intervals with good results.

**Extension Library Service:** Perhaps the most interesting and certainly the most widespread of the special activities operated by the University Extension Division is the Extension Library Service. This service emanates from the University library building in Chapel Hill; although it is one of the component parts of the Extension Division. It originated as a Bureau of Public Discussion. The service is primarily that of book-lending by mail, although it also involves a bulletin publication enterprise of some magnitude, and a distribution service of pamphlet and other educational materials.

Teachers, students, and general readers to the number of 5,398 last year received materials from a collection of more than 1,000 books on educational subjects. All but 226 of these individuals resided within the state. Many of the users of the service were class or correspondence extension students, supplementing their course work. Pupils in secondary and elementary schools, included in the above total, received debate materials, essays, declamations, plays, pamphlets, and magazine articles. During the present year a charge of 10 cents has been made for each

package, in addition to postage and packing charges; formerly the service was free. Last year's volume was 26,304 pieces of mail matter, exclusive of letters.

A special service is offered to women's clubs, which pay a fee of \$7.00 a year (\$10.00 if outside the state), for which they receive ten copies of an outline of study (published as an extension bulletin), chosen by them from a list of forty-five such outlines available. The list includes art and music; biography and travel; civic and social problems; the drama; good books; history; interior decoration; and literature -- American and foreign, general and southern. In most cases, these programs are written by members of the University faculty; they are admirably compiled and presented by experts in the fields covered. The service includes lists of references necessary in preparing papers and the privilege of borrowing the needed books and materials. During the past year 805 clubs were served, 211 being registered for the full service and 594 for occasional service. The latter groups pay individual fees in varying small amounts for the services rendered. To these clubs were sent last year 6,630 packages, containing 20,334 books and pamphlets, 10,723 bulletins, and 52 phonograph records.

In addition, the service maintains an Alumi Book Club, in which alumi, their families, and friends may borrow, at a fee of thirty-five cents a volume, from a special collection selected by members of the faculty. A similar special service is available to members of parent-teacher associations upon payment of the usual small fee. General readers may in addition borrow as many as three books from a special collection of biography, verse, fiction, and non-fiction upon payment of a twenty-five cent fee.

For all these services there was expended last year a gross of \$11,344.48, of which \$5,572.89 was from fees and the remainder from state funds. The dollar-for-dollar principle has obtained, the proportion of self-support being just short of 50 per cent. Salaries and wages account for almost 60 per cent of the gross; the chief items in the remainder are for postage, purchase of books, and the printing of bulletins.

The general excellence of this work, the high quality of the course outlines published, and the need for guidance of the important and influential section of the state's population using this service make a strong case indeed for the continuance of the service to clubs. The service to the schools -- teachers, pupils, and parents -- should be subsidized out of the state's budget for the public schools. It is doubtful whether the public school system will be equipped to perform the service for parents and teachers as well as the University performs it. There is every reason, however, to urge that the service for school pupils be assumed by the State Board of Education and that funds be allocated by the Board to the University for this specialized work with teachers and parents.

What seemingly is an opportunity for the organization of non-credit courses among clubwomen, parent groups, etc., should be followed up. So far no such courses have eventuated as a result of library extension, but there is clearly indicated here a field for the discussion group organized by the Extension Division under competent faculty leadership.

**High-School Relations:** As one of its extension activities, the University has taken leadership in high-school debating since 1913. In that

year a High School Debating Union was organized as the result of undergraduate interest in the subject at the University, expressed through two literary societies. The present participation in this activity totals 218 schools; all of these took part last year in a series of triangular debates, the 52 winners sending their teams, numbering 208 speakers, to the University for the finals. The Extension Division has organized a Bureau of High-School Debating and Athletics, with a full-time secretary in charge. In addition to debating, contests have been organized in the high schools in Latin, French, Spanish, and mathematics. Athletic contests are also held. The contest program reaches about 10,000 high-school students a year. Last year the high-school enrollments totaled 669, divided as follows: debating, 218; athletics, 182; academic, 269. The Bureau also serves as secretary to the High School Athletic Association of North Carolina, and organizes the coaching school held in the summer for high-school athletic directors. The attendance last summer was 78, a total of 552 since the school was formed in 1922.

In the debating field, the Bureau publishes a well-edited and complete *Debate Handbook* on the subject under discussion for the year. The last two dealt with "Compulsory Unemployment Insurance" and "Independence for the Philippines. These bulletins, accompanied by other material in mimeographed form, are sent free to participating high schools. The Bureau also publishes numerous circulars which are sent to the schools.

The gross cost of this service last year was \$5,650.27. Income from sales of publications, etc., yielded \$750.00, the net outlay in state funds being \$4,900.27. The chief item of expense is the salary of the secretary and his clerical assistant.

Excellent as this service is, it is almost impossible to defend the expenditure of the money needed for its maintenance from University funds. The state's services to high schools and high-school students should be carried on the state's books as school allocations and not as expenditures for higher education. It may well be advantageous to continue to conduct these contests under University leadership and control. If so, a special subsidy for the work should be made to the University from state school funds.

Lectures, Short Courses, and Radio: For the past two years the practice has been followed of referring requests for lectures direct to the faculty members concerned, the Extension Division taking no direct responsibility, financial or otherwise. The number of requests for lectures has dwindled and there seems to be no clear policy on the part of the University in this matter. Ten years and more ago faculty members were called upon to perform a considerable amount of outside lecturing without fee. At present, a certain few are in demand and receive honoraria for their services.

There is need for clarification on this point. The Extension Division might well set up a lecture-booking bureau for the new University, to which all requests for individual lecturers should be referred. While the University should not cut itself off from furnishing lecturers free in certain cases provided faculty volunteers can be found, still the tendency always should be to insist upon the payment of a fee, adequate to meet booking expense, travel expense, and a fair remuneration to the lecturer.

This service should not be subsidized by state funds; it should be made to earn its way. An investment in dignified publicity of the pamphlet variety, furnished to organizations throughout the state, might yield a return and establish the service in the public mind. Private booking agencies seemingly are flourishing despite the depression.

Short courses, institutes, conferences, and conventions have traditionally been arranged by the Extension Division in cooperation with the departments and schools concerned. This is a necessary and legitimate activity of the University and should be encouraged. It can not be expected to yield income. Last year a State Press Conference, a Dramatic Festival, a Parent-Teacher Institute, a Boy Scout Seminar, a Real Estate Institute, a Life Insurance School, and a State Bar Convention were held.

Radio programs have been conducted for four years, the broadcast last year being limited to lessons in French and Spanish. It would not seem that full advantage had been taken of the possibilities of radio instruction, particularly on the basis of organized discussion groups and other gatherings of listening learners. Many groups are now being formed in various parts of the country for discussion of educational materials broadcast nationally on the chain systems under the sponsorship of the National Advisory Council on Radio in Education. The services of a trained University leader for these groups would be advantageous and could be furnished on a fee basis that would offset most of the cost. The new University of North Carolina should consider plans to offer at least once a week a combined radio hour which might be expected to result in group activity.

**Community Drama:** North Carolina has long led the nation in the field of community drama. The demands upon the University for leadership have increased, but curtailment in funds has caused the work to suffer. In place of the usual full-time representative, only part-time service is now available. The Bureau of Community Drama has worked through the Carolina Dramatic Association, which includes fifty-four organized groups in the city and county high schools, colleges, and community little theaters. Attention is given to play production, pageants, and festivals. The writing and production of native drama have been stimulated. The Bureau maintains a loan collection of plays and related materials. An annual tournament and festival is held at the University, preceded by preliminary rounds in which thirty-eight groups participated last year. The attendance at the Annual Festival was 2,000, including 250 directors and other members of the State Dramatic Association. It would be advisable to restore this Bureau to full efficiency at the earliest date practicable. The work can not be expected to earn any considerable part of its way, and the University should frankly face the necessity of expending from \$2,000.00 to \$2,500.00 a year for this purpose instead of the \$372.88 (approximately one-half the gross expenditure) now contemplated. North Carolina's enviable position in this field should not be weakened.

**Other Services:** The Extension Division conducts a number of activities of general service to the state, few of which yield any considerable income, but all of which are significant because of the leadership that they give to various important groups. Too much can not be said in support of this type of activity. It is a field in which the expenditure of state funds

may legitimately be increased rather than decreased. The records show that in the past few years lack of funds has brought about a marked recession in this type of endeavor on the part of the University.

These services include the Bureau of Recreation, concerned chiefly with teachers of physical education and leaders in various organizational efforts involving recreation. Bulletins have been published and other leadership given with the cooperation of the School of Public Welfare.

The Bureau of Economic and Social Surveys, a cooperative arrangement with the Department of Rural Social Economics, publishes in normal times numerous bulletins and surveys arising out of the work of the Department; these are sold and distributed by the Extension Division, whose budget is called upon to defray the cost of printing and issuance. The publications item of the administrative budget—at present \$4,435—covers this type of expenditure, but since many of the bulletins are distributed free in North Carolina, the income is only about 25 per cent of the expenditure for this purpose. Included in this category is the *News Letter*, originating in the Department of Rural Social Economics and sent widely to newspaper editors. The cost of the *News Letter*—\$2,800 annually when issued as at present on a fortnightly basis (normally it is a weekly)—is charged against Extension publication funds. This Bureau, because of lack of funds, has practically ceased the issuance of occasional bulletins.

The Bureau of Municipal and County Government is similarly organized, and functions in a like manner in its field. Its activities have been seriously curtailed in the past two years. The Extension Division is charged with a \$2,400 salary for this Bureau, the recipient at present devoting his entire time to research and campus teaching. Either this sum should be devoted to the actual work of the Bureau or the charge should be transferred to the Department of History. The desirability of developing the work of this Bureau in the field of citizenship is obvious.

The Bureau of Educational Information is conducted without expense to the Division through the cooperation of the School of Education. It should be continued.

Some work in visual education is performed, though decreasingly in late years. The development of reasonably priced motion-picture projectors with sound, a most recent accomplishment, may be expected to bring about increased future usefulness of this medium. Motion-picture film and stereopticon slide rentals should be made sufficiently high to cover the cost of operation of a Bureau of Visual Education, when the need for such a bureau has been demonstrated.

A State Poster Contest has been held for school children—another activity which should be charged against state school funds.

These general services, the importance of which has already been emphasized, nearly all find their natural outlet in publications—bulletins, circulars, pamphlets, and the like. The fields of commerce and industry, public health, penology, community music, etc., formerly touched by publications and conferences, are not now reached. The continuance of the publications program is vital to the progress of the state; it should be increased in size as funds permit. Part of the general administrative expense of the Extension Division is for the editorial supervision of these publications, for which no charge has been made. The general University admin-

istration and the departments in which bulletins originate have profited by this arrangement. The work naturally should be performed by a university press, which under ideal conditions would assume financial responsibility also. If no such arrangement is possible, the publications budget of the University should be so recast as either to relieve the Extension Division of a part of this financial burden or to throw upon it the entire responsibility for the University publications program, with suitable financial support therefor.

#### **North Carolina College for Women**

Extension work at the North Carolina College for Women was first organized in 1924. As a campus institution the College was established to meet the educational requirements of women, and in conformity with this purpose the extension program is planned to meet the off-campus needs of the feminine population of the state. The work falls under two classifications: formal, consisting of extension classes maintained principally for teachers; and informal, consisting of a publications program, high-school service, and a conference and advisory service to parent-teacher organizations and their members. No correspondence work is offered.

**Extension Classes:** The number of enrollments in extension classes this year is 431, a decrease of from 12 to 15 per cent, attributed to the depression. The number of individuals enrolled is 307. Twenty-seven courses are given in 14 centers, all located in territories not touched either by the University or by State College. This is a smaller number of centers than is usually served, and a correspondingly smaller number of classes. The diminution of 12 to 15 per cent seems to hold through all phases of the registration. The average number registered in a class is 16, although classes of 10 and 12 are not exceptional. The largest class has a registration of 36.

The classes are in the following subjects, arranged in order of total registration: English, 184; history, 56; education, 35; art, 33; sociology, 30; economics, 19; supervision, 19; government, 17; health, 12; science, 11. It is worth noting that, unlike the University, where the class emphasis is laid on courses in education, the College for Women concentrates chiefly on subject-matter courses, with English and history leading. These, as well as courses in methods, are acceptable for teacher certification.

Fees paid by students for class work are mainly uniform with the class fees exacted by the University of North Carolina. The usual payment for a single course is \$10. Ninety-five per cent or more of the enrollment is made up of teachers, all of whom are taking the work for college credit or certification.

Instructors, all of whom are full-time members of the College campus faculty, and usually of professorial rank, are paid a flat fee of \$9.00 per lecture, with the addition of a travel allowance of six cents a mile, or bus fare. Instructors are permitted by the College to teach only two extension courses a year. The increment to faculty incomes is less than \$300.00 a year. A similar increment is possible through six weeks of summer session teaching; twelve weeks of such teaching is not allowed.

Classes normally meet for sixteen weeks, although certain courses are offered over a period of twenty-four weeks, for which additional credit is given.

The College for Women, like the University and the State College, has catered chiefly to teachers in its organization of extension classes. The possibility of developing classes and discussion groups in cooperation with clubs, parent-teacher organizations, and churches should be explored.

Classes are much too small; they should not be undertaken unless a minimum requirement of twenty to twenty-five registrations is met. The theoretical minimum of fifteen registrations is not enforced and there are at present fifteen (out of the total of twenty-seven) classes consisting of fifteen or fewer individuals. This is a waste of instructors' time that could be avoided by renewed attacks upon the organizational problem. The work given is of a high standard, and the College has sternly resisted all attempts to cheapen its courses.

**Publications:** The Extension Division of the College for Women is active in the dissemination of published material. The *Bulletin of the North Carolina Council of Women in Education*, the *Bulletin of the North Carolina Federation of Women's Clubs*, the *North Carolina Parent-Teacher Bulletin*, the *Clip-Sheet* and *News Letter* of the Institute of Women's Professional Relations, and the *Library Notes* bulletin of the College library all are distributed through the extension machinery and through the various private organizations of women with which the Extension Division is in contact. None of these bulletins, or any part thereof, is an actual charge against the Extension budget. The College maintains a separate publications fund, which, together with fees and subscriptions furnished by the outside organizations, covers the cost of publication.

**Special Activities:** The College maintains close relations, through its extension agency, with the parent-teacher movement in the state. The extension field worker of the North Carolina Congress of Mothers and Parent-Teacher Associations is a part-time member of the extension staff. Her duties are in connection with the bulletin and the holding of conferences, district and state. The small subsidy given to this work—about \$2,000—from state funds would seem to be eminently justified by the results obtained.

Through cooperation with the Department of Music, the Extension Division for thirteen years has conducted a music contest in the high schools of the state. Preliminary contests by districts culminate in a final contest at the College in April. Last year 2,397 students from 80 high schools participated in the district elimination and state contest. The total number of schools participating was 120. This work, like the contests sponsored by the University, is of excellent caliber and much needed in the schools. It should be subsidized, however, from public school funds if the school organization is not equipped to take it over. There are many advantages in retaining the sponsorship in the College, but such retention should not be at the financial expense of the Extension Division or constitute a drain upon the faculty of the department concerned.

Other special activities include conferences with and services to deans of girls in the public schools, business and professional women, etc. These are all activities well worthy of state support. The income from them will always be negligible. The Extension Division also conducts a five-day coaching school for girls' basketball coaches. This is self-supporting.

**Financial Considerations:** It is difficult to determine the exact financial status of extension at the College for Women. The Director, who is the field organizer, is also business manager of the College. He devotes approximately one-fourth of his time to extension. A \$2,000 salary charge is made against Extension for this direction. In addition, part-time salaries of a secretary and parent-teacher field worker are included. However, none of the publications distributed by the Extension Division is charged against its budget. Last year \$7,410 was expended in actual fees for teaching and approximately \$3,500 for travel expense. The income from fees was approximately \$7,000. The probable total for overhead, including three part-time salaries, administrative travel, and office supplies, is \$6,500. It is to be noted that this sum does not include either publications expense or postage. To this \$6,500 should be added \$3,500 for instructors' travel and \$7,500 for instructors' remuneration, which would give a grand total of \$17,500. Receipts from students' fees will normally run from \$7,000 to \$7,500, leaving the net cost to the state about \$10,000 a year. The work is, therefore, about 40 per cent self-supporting.

As the volume of the class work grows, it may be expected that this figure will rise to 50 per cent or better. The dollar-for-dollar policy is seemingly easy of accomplishment at this institution. Insistence upon larger classes and the possible lowering of the fee charged, when a uniform schedule is approved for the new University, may be expected to affect the figure also.

#### **North Carolina State College of Agriculture and Engineering**

The State College initiated its College Extension activities, outside of agriculture and home economics, with a series of correspondence courses in ceramics engineering in 1924-25. The success of this course led to the development of other correspondence courses and finally of extension classes. These two formal lines of endeavor, with the addition of short courses and certain organizational contact work, comprise the extra-mural schedule of the College.

**Extension Classes:** The estimated number of enrollments in extension classes this year (organization work is not completed) is 1,373, as compared with an actual total of 1,666 for last year. The decrease of from 15 to 20 per cent is attributed to the depression. The actual number of individuals enrolled last year was 691 and the estimated number for this year is 600. Last year 75 classes were conducted; this year's estimate is 60. The average enrollment in each class is 22.8, a figure which will be maintained during the present year. Fourteen centers are being served; none conflicts with University or Women's College classes. Twenty-three centers were served last year. The average distance of these centers from Raleigh is 79 miles; for last year the corresponding figure was 50 miles.

Courses being given this year are in the following subjects, arranged in order of estimated total registration: education, 414; history, 299; English, 246; geology and soils, 148; sociology, 125; psychology, 41; art, 30; German, 25; Spanish, 20; chemistry, 15; French, 10. The emphasis here as at the University, but in less degree, is on education. History and English, however, also have heavy enrollments.

The fee paid by students is \$7.50 as compared with \$10.00 charged at the other state institutions for like services. The lower fee may be responsible for larger class registrations. The average of 22.8 is gratifyingly high; there are few classes of less than 15 students. All should be brought up to the 20-25 minimum if possible. The clientele, as at the other institutions, is 95 per cent composed of teachers, practically all of whom are working for college credit or for certification.

Instructors are all full-time members of the campus faculty and usually of professorial grade. They are remunerated on a graduated scale commensurate with rank, experience, size of class, and distance. The result is a definitely lower rate of compensation than is found at the University and the College for Women.

State College has perhaps concentrated too heavily upon the teacher group, although efforts to develop non-credit courses, it is reported, were not highly successful. Little evidence is available as to the manner of presentation of these offerings; there would seem to be a need, particularly in a city as large as Raleigh, for informal adult education.

Uniformity with the other institutions in fees paid by students may be expected to increase income slightly. The College avers its willingness to duplicate any campus course on compliance with the minimum rule; this is perhaps too ambitious an objective.

**Correspondence Courses:** The enrollment in correspondence courses in 1930-31 was 445. The figure as of January 15, 1932, covering the first half of the academic year, was 357, which indicates a probable increase for the entire year of about 200 registrations. Of the 357 now registered, 319 are enrolled for credit and 38 are not. Courses are offered in agriculture; chemistry; education and psychology; economics and business law; English; geology; history and government; engineering, including ceramics; mathematics; modern languages; sociology. By far the heaviest enrollment is in history and government, 80 per cent being in this course. Sociology ranks second with about 10 per cent of the total. The percentage of completion is said to be high, though no actual figures are available.

The College makes a charge of \$7.50 for a single correspondence course. This charge is 50 cents less than that of the University.

The rates of remuneration to faculty, both in class and in correspondence work, are so low that they might cast doubt upon the quality of service rendered. There is every indication, however, that faculty members teaching in extension have given of their best. It is the practice of College Extension to pay a minimum of \$60.00 and a maximum of \$112.50 for a two-hour course once a week for sixteen weeks. This is at the rate per session of \$3.75 for instructors paid at the minimum rate and \$7.00 for those who receive the maximum. At the College for Women the rate is \$9.00, and at the University of North Carolina it averages \$8.00 for the instructors of lower rank, and \$9.00 for full professors. (The University's scale is also graduated in accordance with distance from Chapel Hill.) State College allows six cents a mile for travel. In the correspondence department at State College, the allowance for preparation of a two-semester-hour course of sixteen assignments is \$25.00 (compared with \$40.00 at the University). Reading and correction of papers is paid for at the rate of 10 cents a paper; the comparable figure at the University is 27 to 30 cents.

The rates paid instructors for preparation of courses and for reading papers submitted are definitely too low. The fact that extension is self-supporting at State College is partly the result of low organizational cost and administrative overhead, but more directly it represents a heavy contribution of time and energy on the part of the instructional staff—too heavy a burden to be long continued in the case of men already carrying full teaching responsibilities on the campus.

**Special Activities:** The College Extension activities have included a cooperative arrangement with a power company, by which employees of the company were given a combination correspondence and class extension service. When the original appropriation made by the company was exhausted, it was not renewed. The percentage of completion for the first division of this work was high. Courses have been given in steam-power-plant engineering and other subjects especially requested. A short course given annually for fifty electrical metermen has been uniformly successful. The work with parent-teacher organizations has been stopped because of lack of funds. This consisted largely of supplying speakers, whose travel expenses were paid by the College. A lecture bureau for College speakers has been maintained. All special courses, activities, and institutes have been self-supporting.

**Financial Considerations:** The entire extension program of State College has been self-supporting. This has been made possible by the low remuneration of faculty and low organization expense and overhead. The directing head of the enterprise is the College librarian. His salary is not charged to Extension. One field organizer and a part-time stenographer-secretary complete the staff. The Department has no publication program, and it has been able to take on no service which would not pay its own way. Extension did a gross business of \$12,680.00 last year. This sum was expended as follows: fees to instructors, preparation of correspondence courses, correction of papers, etc., \$6,196.00; travel, \$2,244.07; administrative salaries, \$2,980.00; and the balance for miscellaneous small items. The estimated gross for this year is \$11,200.00, with the same plan of distribution of costs.

If the extension work were properly subsidized at State College, and reasonable charges for administrative and teaching services made against it, an improved service to the public would result and the individual faculty member would be given a decent wage for his extra-mural teaching service. It is useless to deny that faculty members now devote time and energy to off-campus teaching as a matter of loyalty to their college and to their profession—presumably not at the expense of their campus teaching, although the suspicion that the latter suffers will persist until the condition is remedied. The College administration is not to be blamed for this situation; it sensed a need on the part of the public and has attempted to meet that need despite the lack of sufficient state funds to do so. Any coordinated state plan of extension should include State College on the same basis as the other branches of the University.

**Agricultural Extension:** A widely developed system of agricultural extension is maintained at State College, regularly expending annually a total of \$634,000; \$334,000 from federal funds, \$120,000 from state funds, and \$180,000 from local funds. County farm agents are maintained in eighty-

three out of one hundred counties, four of which have in addition assistant agents. Sixty-two women are employed as county home demonstration agents or supervisors, and there is an administrative staff of seven at headquarters. In addition, seventeen counties have Negro county farm agents and seven Negro women are employed as county home demonstration agents.

The activities of this large staff reach 30,000 through the Four-H Clubs and a total of over 1,000,000 people during a year. The number of extension meetings is given as 7,795, with 1,163,161 in attendance. Over 29,000 farms were visited last year, and 13,989 different homes.

It is strongly to be urged that any comprehensive system of state-wide general extension and adult education should include the active cooperation of this group of trained workers. There is nothing in the state or federal laws which would prevent the farm agents from acting as educational and vocational counselors to the people whom they visit. The availability of the state's general extension services should be brought to the attention of the rural population through these agents, and through the agricultural extension publications.

#### Need of a State Policy

The need for a unification of state policy with regard to many perplexing extension problems will be manifest from a perusal of the preceding sections of this report. It is the purpose of this section to summarize and enumerate, and in some cases to discuss briefly, certain of the matters upon which agreement as between the several branches of the new University is important to the best interests of the state.

**Allocation of State Funds:** A decision should be reached as to the amount which the state feels it wise to expend upon general extension in a given year. The amount spent has run as high as \$75,000; this year it will be about \$40,000. This lower budget figure has resulted in serious curtailment of services at the three institutions, particularly at the University, and in the continuation of unfairly low standards of remuneration at State College. The state should expend at least \$70,000 for extension services in the year to come. Such an appropriation would insure a dollar-for-dollar contribution from the people of the state for these services—a reasonable and normal arrangement which is to be highly commended. If the present financial stringency should persist, a temporary reduction would be necessary; it would be unfortunate if this were more than 10 per cent. The expectation that increased state appropriations for adult education will be needed in the future should be faced. In normal times, \$150,000 a year from state funds for this purpose could be used to good educational advantage and would result directly in the economic and spiritual betterment of the state's population.

**Development of New Fields:** There is need for unified institutional action in developing new fields of adult education within the state, where needs are great but have not become articulate. In this connection, the utilization of public school plants, libraries, and churches is most important. The tendency in all three institutions included in the survey has been to concentrate too greatly upon the school-teacher. The needs of the teacher are not to be overlooked, but there are other sections of the population which have a right to similar advantages at partial state expense. The informal extension activities of all three branches of the University should be allowed

to grow; the amassing of college credit is not a paramount need of the body politic, but the consciousness of contact with collegiate institutions on the part of normal adults makes for their health of mind and for the good of the commonwealth. The institutions might profitably lessen their emphasis on converting those already converted to education, and address themselves to the untouched elements in the communities. Industry and labor are not adequately served at present. Professional groups other than teachers need attention. Attempts should be made to discover both cultural and vocational needs. Technological changes in industry and increasing leisure present new problems.

**Allocation of Territory:** The growth of demands for service makes constant conference regarding the allocation of territory a paramount necessity in order to prevent duplication and overlapping. The groundwork for such conference is already laid. The cooperation of the private colleges, Duke University, and the state teachers colleges will be highly desirable. Each of these institutions should be affiliated with the plan.

**Uniform Administration:** Many administrative details of management should be discussed in order to make for a certain amount of uniformity, both for the sake of obtaining a simplified institutional organization and in order to dispel confusion in the minds of users of extension services throughout the state. The matter of credit for class and correspondence courses is a case in point. At present the College for Women allows extension class work to a total of one year toward a degree. The University allows one year by correspondence and one and one-half years by class instruction or by class and correspondence combined. State College permits four-fifths of a year by correspondence and one and one-fifth years by class or by class and correspondence combined. The result is confusion. Agreement as to the institutional interchangeability of these credits should be reached.

Other matters upon which some degree of agreement would be desirable are rates of remuneration for faculty; the size of classes, minimum and maximum; amounts of fees to be paid by students for class and correspondence courses; minimum and maximum teaching loads for instructors; the extent of informal services and organizational aid to be accorded; the relative desirability of offerings in education and in other subject-matter fields; the interchangeability of field organization services; the future utilization of the agricultural extension staff; the desirability of a unified radio program; the advantages of combined publicity announcements; cooperative announcements of courses and other publications.

It would be desirable also to come to a decision regarding the need, if any exists, for university extension centers in outlying districts. The desirability or the undesirability of employing full-time extension instructors is another problem which should receive inter-institutional discussion. Likewise, a policy should be established with regard to correspondence offerings from all three centers (the College for Women does not now offer such courses), as well as the selection of fields and subjects in which desirable results may be obtained by home study. A library extension policy should be outlined, and cooperation with the State Library Commission, as well as the institutional libraries concerned, should be sought.

It is evident that a consolidated approach to adult education in North Carolina, from the point of view of the consumers of such offerings rather

than of the institutions offering the service, will do much to advance the quality of citizenship within the state. It is necessary that the entire problem be visualized—a task worthy of the mettle of educational statesmen. North Carolina, starting from the favorable position in which she now finds herself, may well blaze a trail of national as well as of state importance.

### Major Recommendations

To make possible the realization of the objectives as set forth, the following recommendations are made:

1. That there be established in the University system a Division of extension with a director.<sup>1</sup> It would be the duty of this director to develop a unified program of general extension adapted to the needs of the state. Each branch of the University would take such part as the interests and qualifications of its staff made possible.

2. That an Advisory Council be established consisting of the director, the director of Agricultural Extension Service, a representative of the State Department of Education, and a representative of each branch of the new University.

In any unified plan which may be adopted, care should be taken to avoid hard-and-fast rules for the conduct of the work. Complete flexibility is of the highest importance, for developments in the field of adult education are rapid and as complex as the manifold ramifications of American life. The North Carolina program of the future should keep step with industrial change, shifts in population, vocational trends, and the expanding cultural needs of the state.

### Minor Recommendations

1. The work of the extension service is confined largely to teachers. An effort should be made to build up a new clientele outside the teaching profession.

2. The employment of full-time extension instructors should be kept at a minimum.

3. The minimum enrollment for which an extension class will be maintained should be raised to at least twenty.

4. The cost of the service rendered to the public schools of the state should be borne by the State Board of Education.

5. In general, public lectures should not be subsidized from state funds.

6. The Bureau of Community Drama should be more adequately financed at the earliest possible date.

7. An effort should be made to include the state teachers colleges and the private institutions in the development of the state's program of adult education.

8. The unification of the extension service under one administration should result in uniformity of fees, credit, amount paid for services of the faculty, minimum size of classes, etc., regardless of the branch of the University through which the work is done.

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<sup>1</sup> The President may deem it more expedient to work out the program by means of a committee. If this were done, the chairman of the committee would carry the responsibilities suggested for the director.

## APPENDIX A

**Activities Undertaken by Graduates of the North Carolina  
College for Women the First Year after Graduation**

### APPENDIX

Activities	CLASS YEAR AND SIZE												Total - 2219							
	96 in 1922		125 in 1923		138 in 1924		200 in 1925		261 in 1926		270 in 1927		275 in 1928		307 in 1929		279 in 1930		268 in 1931	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>EDUCATIONAL:</b>																				
Kindergarten-elementary.....	46	47.91	53	42.40	66	47.85	89	44.30	120	45.96	110	40.76	138	50.19	165	53.75	122	43.71	69	25.75
High school.....	21	21.87	42	33.00	42	30.46	58	29.00	5	1.92	5	1.85	6	2.18	65	21.17	68	24.36	74	27.59
College.....	4	4.17	4	3.20	4	2.89	.....	.....	3	1.15	1	0.37	1	0.36	2	0.65	1	0.36	7	1.85
Substitute teaching.....	.....	.....	.....	.....	.....	.....	.....	.....	1	0.37	3	1.09	1	0.36	1	0.36	1	0.37	15	1.57
Supervisory work.....	.....	.....	.....	.....	.....	.....	.....	.....	1	0.37	3	1.09	1	0.36	1	0.36	1	0.37	15	1.57
Private teaching (music).....	.....	.....	.....	.....	1	0.80	1	0.72	1	0.50	1	0.38	2	0.74	3	0.98	1	0.36	10	0.45
General.....	1	1.04	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	0.37	3	1.3
<b>PROFESSIONAL:</b>																				
Librarian.....	1	1.04	3	2.40	3	2.17	.....	.....	2	0.76	1	0.37	5	1.82	4	1.30	12	4.30	6	2.22
Journalist.....	.....	.....	.....	.....	.....	.....	.....	.....	2	0.76	2	0.76	1	0.36	1	0.33	1	0.36	1	0.37
Dietician.....	.....	.....	1	0.80	.....	.....	1	0.50	2	0.76	1	0.36	4	1.30	1	0.36	3	1.11	3	1.3
Laboratory technician.....	.....	.....	1	0.80	.....	.....	1	0.38	1	0.38	1	0.37	2	0.72	2	0.72	2	0.74	7	0.31
Research worker.....	.....	.....	1	0.80	.....	.....	1	0.38	.....	.....	1	0.36	1	0.33	1	0.36	1	0.37	7	0.31
Welfare worker.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	0.37	1	0.36	2	0.65	2	0.72	.....	.....
Artist.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	0.37	1	0.36	1	0.36	1	0.36	6	0.26
General.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
<b>BUSINESS:</b>																				
Clerk.....	1	1.04	.....	.....	1	0.72	2	1.00	1	0.38	3	1.09	6	1.95	3	1.08	5	1.85	21	0.93
Secretary-bookkeeper.....	1	1.04	.....	.....	1	0.72	.....	.....	3	1.15	1	0.37	1	0.36	2	0.72	3	1.11	12	0.52
Managing a shop.....	.....	.....	1	0.30	2	0.76	1	0.37	1	0.37	1	0.36	.....	.....	1	0.36	4	1.48	4	0.18
General.....	.....	.....	.....	.....	1	0.30	.....	.....	3	1.15	1	0.37	1	0.36	1	0.36	7	0.31	7	0.31
<b>HOME-MAKING:</b>																				
At home (single).....	2	1.00	1	0.72	1	0.50	10	3.83	11	4.07	9	3.27	16	5.21	30	10.75	32	11.95	112	5.05
Exclusively.....	1	0.80	2	1.46	5	2.50	5	1.92	4	1.48	6	2.18	5	1.63	5	1.79	3	1.48	46	2.07
Plus occupation.....	2	1.00	.....	.....	1	0.50	.....	.....	.....	.....	1	0.37	1	0.36	1	0.36	3	1.11	6	0.26
MISCELLANEOUS:	5	5.21	5	4.00	6	4.34	17	8.50	5	1.92	21	7.78	16	5.83	16	5.21	20	7.17	36	13.62
Student.....	.....	.....	2	1.00	1	0.72	1	0.50	.....	.....	1	0.37	2	0.65	1	0.36	1	0.36	5	0.22
Part-time worker.....	.....	.....	1	0.80	1	0.72	1	0.50	.....	.....	2	0.76	1	0.37	1	0.36	1	0.36	7	0.31
Unemployed.....	.....	.....	1	0.80	1	0.72	1	0.50	1	0.38	2	0.74	1	0.36	1	0.36	1	0.36	8	0.36
Resting.....	.....	.....	1	0.80	1	0.72	1	0.50	1	0.38	2	0.74	1	0.36	1	0.36	1	0.36	8	0.36
III.....	.....	.....	80	83.32	117	93.60	129	93.48	178	89.00	241	92.33	255	94.45	267	97.09	296	96.42	276	98.92
Total.....	96	100.00	125	100.00	138	100.00	200	100.00	261	100.00	270	100.00	307	100.00	279	100.00	368	100.00	2219	100.00
Number deceased.....	16	16.68	1	5.60	8	5.30	22	11.00	15	5.75	11	4.07	1	0.36	3	0.98	1	0.36	16	0.72
Number of reports incomplete.....	16	16.68	1	5.60	8	5.30	22	11.00	15	5.75	11	4.07	1	0.35	8	2.60	2	0.72	96	4.32
Total.....	96	100.00	125	100.00	138	100.00	200	100.00	261	100.00	270	100.00	307	100.00	279	100.00	368	100.00	2219	100.00

## APPENDIX B

**Activities in Which Graduates of the North Carolina College for Women, 1922-31, Inclusive, Were Engaged in the Autumn of 1931**

## APPENDIX C

### Average Score and Standard Deviation on High-School Test of Students of Commerce and Business Administration

TABLE I  
SHOWING NUMBER, AVERAGE, AND STANDARD DEVIATION, 1928 TO 1931

INSTITUTION	1928		1929		1930		1931	
	NO.	AVERAGE	STAND. D.	NO.	AVERAGE	STAND. D.	NO.	AVERAGE
University of North Carolina	60	107.63	21.52	54	77.63	19.50	111	83.86
State College	52	82.13	25.69	45	72.27	18.64	50	75.98

TABLE II

SHOWING NUMBER, AVERAGE, AND STANDARD DEVIATION FOR YEAR 1928 FOR STUDENTS COMPLETING, WITHDRAWING, AND TRANSFERRING

INSTITUTION	STUDENTS COMPLETING		STUDENTS WITHDRAWING		STUDENTS TRANSFERRING	
	NO.	AVERAGE	STAND. D.	NO.	AVERAGE	STAND. D.
University of North Carolina	25	111.28	23.67	35	105.03	19.43
State College	15	88.87	23.97	37	79.40	25.86

TABLE III

SHOWING NUMBER, AVERAGE, AND STANDARD DEVIATION FOR YEAR 1929 FOR STUDENTS COMPLETING, WITHDRAWING, AND TRANSFERRING

INSTITUTION	STUDENTS COMPLETING		STUDENTS WITHDRAWING		STUDENTS TRANSFERRING	
	NO.	AVERAGE	STAND. D.	NO.	AVERAGE	STAND. D.
University of North Carolina	37	83.11	15.54	17	65.70	21.81
State College	10	74.50	16.12	35	71.63	19.25

NOTE: Similar data for the school years 1930 and 1931 were not completely available.

## APPENDIX D

### Tentative Program for Training Teachers of Commercial Studies for High Schools in North Carolina at the North Carolina College for Women

**(Leading to Degree B.S. in Commerce)**

To obtain the highest grade of certificate the state requires the student to take the following:

Courses in education and psychology.....	21 hours
(Including educational psychology, materials and methods in two fields, and practice teaching)	
Courses in commerce.....	45 hours
Courses in English.....	24 hours
(It is assumed that English could be most satisfactorily worked out as the second teaching subject)	
Total required by the state.....	90 hours
Further College requirements not included in the above, such as freshman history, science, etc.....	30 hours
Total required courses.....	120 hours
(Apparently no electives possible)	

Under the 45 hours of commerce required, the following are suggested:

Stenography and typewriting.....	10 or 12 hours
Accounting .....	3 hours
Office management .....	3 hours
Principles of economics.....	6 hours
Commercial law .....	6 hours
Banking and investments.....	6 hours
Statistics .....	3 hours
Economic geography .....	3 hours
Modern business organization.....	3 hours
Business English .....	3 hours
	48 hours

## APPENDIX E

### CHAPTER 202, PUBLIC LAWS OF NORTH CAROLINA, 1931

**An Act to Consolidate the University of North Carolina, North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women into the University of North Carolina.**

*The General Assembly of North Carolina do enact:*

SECTION 1. That the University of North Carolina, the North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women are hereby consolidated and merged into "The University of North Carolina."

SEC. 2. That the North Carolina State College of Agriculture and Engineering shall from and after the ratification of this act be conducted and operated as part of the University of North Carolina. It shall be located at Raleigh, North Carolina, and shall be known as the North Carolina State College of Agriculture and Engineering of the University of North Carolina.

SEC. 3. That the North Carolina College for Women shall from and after the ratification of this act be conducted and operated as a part of the University of North Carolina. It shall be located at Greensboro, North Carolina, and shall be known as the Woman's College of the University of North Carolina.

SEC. 4. The trustees of the University of North Carolina, shall be a body politic incorporate, to be known and distinguished by the name of "The University of North Carolina." Upon this body politic incorporate there is hereby conferred all the powers, privileges, authority, and duties now imposed upon the trustees of the University, as it now exists, to be found in section five thousand seven hundred and eighty-two of the Consolidated Statutes of one thousand nine hundred and nineteen. In addition to these powers, etc., said elected board of trustees, as hereinafter constituted, shall succeed to all the rights, privileges, duties, and obligations now by law, or otherwise, enjoyed by or imposed upon the existing University of North Carolina, the North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women.

SEC. 5. Notwithstanding the provision of section four hereof all present members of the board of trustees of the University of North Carolina and all members elected to fill vacancies on said board by the nineteen thirty-one session of the General Assembly, as provided in section five thousand seven hundred and eighty-nine of the Consolidated Statutes, one thousand nine hundred and nineteen, all present members of the board of trustees of North Carolina State College of Agriculture and Engineering and all members to be elected to fill vacancies on said board by the nineteen hundred and thirty-one session of the General Assembly, as provided in section five thousand eight hundred and twenty-five (a), five thousand eight hundred and twenty-five (b), five thousand eight hundred and twenty-five (c), of the Consolidated Statutes (Third Volume), as amended by chapter eighty-six, Public Laws of one thousand nine hundred and twenty-nine, and chapter two hundred and fifty-five, Public Laws of one thousand nine hundred and twenty-nine, and

all present members of the board of trustees of the North Carolina College for Women, shall be and remain members of the board of trustees of the various schools of which they have heretofore been trustees with the same rights and powers which they have heretofore exercised until July first, one thousand nine hundred and thirty-two.

The General Assembly in one thousand nine hundred and thirty-one, shall elect trustees of the University of North Carolina, as herein provided, to the number of one hundred (100), of whom at least ten (10) shall be women, to succeed the consolidated board herein provided for. These trustees, on and after July first, one-thousand nine hundred and thirty-two, shall take over and exercise all the powers, duties, privileges, authority, and obligations of the consolidated board which they succeed. They shall be elected in manner and form as now provided in section five thousand seven hundred and eighty-nine of the Consolidated Statutes of one thousand nine hundred and nineteen, and as a corporate body in the management of its internal affairs shall have powers now imposed upon the existing board of trustees of the University by section five thousand seven hundred and ninety and five thousand seven hundred and ninety-one of the Consolidated Statutes, one thousand nine hundred and nineteen, and shall be subject to rules and regulations applicable to them in sections five thousand seven hundred and ninety-two and five thousand seven hundred and ninety-three of the Consolidated Statutes, one thousand nine hundred and nineteen.

SEC. 6. That within sixty days after the ratification of this act, the Governor shall appoint a Commission of which he shall be *Chairman and Member ex-officio* to work out plans for the consolidation of the component parts of the University. This Commission shall be composed of twelve members in addition to the Governor, two of whom shall be appointed by the President of the University of North Carolina from the members of the faculty of the University of North Carolina; two of whom shall be appointed by the President of the North Carolina State College of Agriculture and Engineering from the members of the faculty of the State College of Agriculture and Engineering and two of whom shall be appointed by the President of the North Carolina College for Women from the members of the faculty of said College; *Provided*, that the Presidents of said institutions may serve on said Commission in lieu of one member of the faculty; the six remaining members of the said Commission shall be selected by the Governor from the State at large: *Provided*, that not more than one shall be a member of the board of trustees of any one of the institutions to be consolidated: *Provided further*, that two of said members shall be women.

SEC. 7. That said commission shall be charged with the following duties:

1. To work out a scheme to bring about an unification of the executive control in the University of North Carolina, North Carolina State College of Agriculture and Engineering, and the North Carolina College for Women, so that each of said institutions may best serve the State and the needs of the people.

2. To unify and coordinate the general educational program of the University of North Carolina as herein provided for.

3. To work out a scheme in which, and through which, all the problems arising from the consolidation of the three existing institutions into the University of North Carolina may, in their opinion, be best solved.

4. That the final location of all schools, departments, and divisions of work now located at any of the three institutions shall be subject to the study and recommendations of the experts and the commission without prejudice by any provisions in this bill.

5. To consider the advisability of the awarding of diplomas or other certificates *ex legis* by the University of North Carolina to former graduates of the North Carolina State College of Agriculture and Engineering and the North Carolina College for Women, and to recommend the form or forms thereof.

SEC. 8. The commission on consolidation, herein provided for, shall enter at the earliest reasonable time upon the performance of these mandatory duties, and so continue until they have provided a practical plan of consolidation, coordination, and unification and merger, as contemplated by this act. The report shall be completed and in the hands of the consolidated board of trustees, herein provided for, and those of the Governor, not later than July first, one thousand nine hundred and thirty-two. *It shall employ distinguished and competent experts in the several pertinent fields of higher education in America.* These experts shall take account of the experiences of the several American states in the various forms of unification, whether consolidation, coordination, or other forms of unified guidance and control of higher education and shall study the circumstances and needs of higher education in North Carolina. They shall on the basis of their expert studies and scientific findings make their report and recommendation to the commission with regard to the form, extent, procedure, and all details of unified guidance and control. The expenses of the commission, including compensation of such employees, shall be paid out of the contingency and emergency fund provided for in the general appropriation act of the session of one thousand nine hundred and thirty-one, in the manner provided by law.

SEC. 9. *The Governor, after receiving the report of the commission on consolidation as herein provided for, shall cause a meeting of the board of trustees to be called, and he shall submit said report to said board of trustees.* If the board of trustees shall disapprove of any part of said report, then that part of the report disapproved of shall be modified in accordance with the views of the said board. The report, when approved by the said board, or when so modified by it, shall be and remain the rules and regulations under which the consolidated University and its component parts shall continue to function until such rules and regulations shall be changed, modified, or amended by the board of trustees.

SEC. 10. That pending the bringing about of the unification, consolidation, and merger as herein provided for, the several institutions, herein consolidated and merged, shall continue to operate as separate institutions, in accordance with their present plan of operation. There shall, however, be not less than one meeting of the consolidated board of trustees as herein provided for, and not less than one meeting of the consolidated executive committee herein provided for in each year, such meetings to be called by the Governor.

SEC. 11. From and after the final adoption of the rules and regulations under which the consolidated University and its component colleges shall

operate, all degrees or marks of literary distinction conferred by the University of North Carolina or any of its component colleges as herein specified, shall be conferred by the faculty of the University of North Carolina or the faculty of any one of its component colleges by and with the consent of the board of trustees, but degrees or marks of literary distinction conferred by the faculty of any one of the said colleges shall designate the college through or by which said degree or mark of literary distinction is conferred.

SEC. 12. All gifts and endowments, whether moneys, goods or chattels, or real estate, heretofore or hereafter given or bestowed upon or conveyed to any one of the institutions, as existing before the ratification of this act, shall continue thereafter to be used, enjoyed, and administered by the particular unit to which they were given or conveyed; but if there were trusts, they shall be administered by said unit in accordance with the provisions of the trust deed creating them, for the benefit of the particular institution to which such trust deed was executed. The administration of all these funds, endowments, gifts, and contributions shall, however, be under the control of the board of trustees of the University of North Carolina, as created in this act.

SEC. 13. None of the provisions of this act shall be construed to modify or repeal or render invalid any of the provisions of Article one, relating to the University of North Carolina; Article two, relating to the North Carolina State College of Agriculture and Engineering; and Article four, relating to the North Carolina College for Women, of chapter ninety-six of the Consolidated Statutes of one thousand nine hundred and nineteen, as amended in any particular except where any of such provisions in these articles conflict with this act or the intent and purpose with which it is enacted, that is to say, to bring about an effective consolidation of the three institutions thus named into the University of North Carolina, organized as herein provided.

SEC. 14. This act shall be in full force and effect from and after its ratification.

Ratified this the 27th day of March, 1931.

## APPENDIX F

### **Special Message of Governor O. Max Gardner to the General Assembly of North Carolina on the Subject of the Proposed Consolidation of the University of North Carolina, North Carolina State College, and North Carolina College for Women, February 13, 1931.**

*Ladies and Gentlemen of the General Assembly:*

As we consider the proposal for the consolidation of the three major institutions of higher learning in North Carolina, I trust that we may find it possible to approach this vital question solely from the standpoint of the welfare and progress of the State's higher educational effort as a whole.

I would not for an instant minimize, or assume an attitude of indifference towards, any sentimental factor which this proposal may fairly be said to involve. Still less would I deny to any institution concerned the privilege of a jealous regard for its own individual and academic integrity. As I see it, they are charged with the duty to exercise this regard. I have the deep conviction, however, that the principle and policy under consideration are so broad in their scope, and so far-reaching in their ultimate implications, that any adequate approach must presuppose that we shall forget any narrow allegiance to any institution as an institution *per se*. We must remember that we are citizens—students, if you will - of that greater institution which is the State of North Carolina, and that any move or policy which best serves its interests and welfare and progress will, in the long run, best serve the University, and State College, and the North Carolina College for Women. We must see each part in its relation to the whole and broaden our perspective so as to include not only three campuses, three faculties, three traditions, and a trinity of rich opportunities, but the entire future course and future effectiveness of higher education in this State.

Our problem is not to concentrate upon the minor maladjustments which may be cured by remedial internal administration. Our problem is rather to view the entire higher educational effort of this State in terms of trends extending over generations and to direct these trends into channels which will prevent waste and insure to the rising generation the best training we can provide.

The reason for public support of education in a democracy is that we may have an educated citizenship. In the original act establishing the University of North Carolina, it is asserted to be "the indispensable duty of every Legislature to consult the happiness of rising generations and to endeavor to fit them for an honorable discharge of the social duties of life by paying the strictest attention to their education."

Are we doing this in North Carolina today? Are we getting 100 cents worth of educational opportunity for every dollar thus invested?

The taxpayers of North Carolina should not now be expected to support more than one graduate school. Graduate instruction is expensive. It costs on an average from three to four times as much per student as undergraduate instruction. It should represent the best in equipment and instruction personnel, and it should be closely coordinated to the needs

of the State. The peculiar glory of a graduate school is its teachers. At the present time we are attempting to maintain two graduate schools, with two others in prospect as soon as the General Assembly can be induced to appropriate the money. Try to visualize what the situation will be, unless this tendency is controlled, ten, twenty, forty years from now. We shall have no less than four state-supported universities, each trying to carry forward a vast, over-lapping program; and because the State cannot adequately support all, the quality of service rendered by all must of necessity be mediocre.

I do not pose as an expert on higher educational administration. I have maintained from the first that the actual working out of this consolidation is a task for a small commission, assisted by disinterested educational experts. The bill provides for a commission, assisted by such experts as it may require, to make a thorough study of the situation and to bring about, within a year, the actual consolidation. The actual consolidation should be based on the most careful and thorough study. But I maintain that it does not require an expert to discern the inherent wastefulness, both in energy and resources, of the present trend. This bill is an enabling act designed to make it possible to remedy the situation. Our institutions are supported out of one treasury: I can see no valid reason why they should not be under one executive management and one board of control.

Practically the only thing this bill provides for immediately is the adoption of the principle of consolidation. The boards of trustees are merged, but even this is not finally completed until 1933. It is not contemplated that the present presidents of these institutions shall be disturbed, or that there will be an immediate change of internal policy.

The private endowment and the present and future benefactions of each institution are adequately safeguarded.

The provisions of the bill recognize that the objectives aimed at can be fully accomplished only over a period of time. It does enable us to make a beginning. It makes possible ultimately the united support of North Carolina behind one great, unified, coordinated, and intelligently directed educational enterprise. Our present task is to preserve all that is good in the present system and to provide for an orderly, considered, and directed development in the future.







